1938

Development of vocational training as aided by the Smith-Hughes and George-Dean Acts

Marie J. Kochta
The University of Montana

DEVELOPMENT OF VOCATIONAL TRAINING AS AIDED BY THE SMITH-HUGHES AND GEORGE-DEEN ACTS

by

Marie J. Kochta
B. A. degree, State Teachers College,
Minot, North Dakota, 1932.

Presented in partial fulfillment of the requirement for the degree of Master of Arts.

State University of Montana

1938

Approved:

Robert C. Line

Chairman of Board of Examiners.

W. S. Bateman

Chairman of Committee on Graduate Study

ProQuest LLC.
789 East Eisenhower Parkway
P.O. Box 1346
Ann Arbor, MI 48106 - 1346

INTRODUCTION

The main objective of this thesis is to acquainte the reader with the need for the development of the Vocational Training as Aided by the Smith-Hughes and George-Deen Acts. An attempt was made to list the accomplishments of Vocational Training as Aided by these Acts with the latest figures available.

The importance of Vocational Training can perhaps be most clearly emphasized through the distribution of some figures showing the actual problem that faces those whom it concerns and society. The facts, themselves, will reveal more evidence than any written statements of the author could. The following figures are self-explanatory. Twenty-one million young people in the United States, from 16 to 18 years old, are wondering what the future holds in store for them. Five million of them are without gainful occupation at work, at home or at school. What is to be done about it? What is being done about it?

Statistics compiled and collected by the Committee on Youth Problems in the Office of Education indicate that of the 20,100,000 young people between 16 and 24 years of age, inclusive, in the United States--4,000,000 are in full-time schools and colleges, 500,000 without employment are taking part-time school work, 2,800,000 are young married women not employed and not in school; 7,800,000 are employed at full-time or part-time non-relief jobs; 300,000 are out of school and unemployed but not seeking employment; 4,700,000 are out of school, unemployed and seeking employment.

The realization of the need for a Vocational Training program was realized by the Government when it passed the Smith-Hughes Act in 1917. Vocational Training is a means to solve the problem of unemployment, that is the unemployment which was due to the maladjustment of social and economic conditions created by technocracy or the Machine Age.

The number of supplementary Acts for the development of Vocational Training are self-evident that there has been sufficient data of satisfactory results to conclude that these programs have been justified.

TABLE OF CONTENTS

Chapter I

The purpose of this thesis is to show the attempts, organization and results obtained through the Smith-Hughes Act and the George-Deen Act for the development of Vocational Training.

The Problem

The economic development of the world had demanded a recognition to the fact that if labor is to keep up with the modern industry and avoid the unemployment crisis as was experienced in 1931-1934 some method of preparation must be adopted to train people for their places in business and modern industry as well as development of their self-dependence.

The beginning of large scale industrial production has brought about the introduction of business and vocational subjects in the high school curriculum.

Before 1900, business education in the United States was offered chiefly by private commercial colleges. Since that time, however, there has developed a general recognition of the responsibility of the public schools for vocational training.

Business Training Defined

Business training is in its broadest sense identified with every phase of the educative process and with every field of learning that in one way or another helps prepare the individual to deal more effectively with the economic problems of life as he encounters them in his

business occupational experiences, in his private business negotiations, and finally in his community or business economic activities.

From this definition we come to the conclusion that there is a two-fold purpose in this business education namely: the non-vocational, the consumer and personal management values; the other a vocational purpose, the preparation of the person to enter upon a business career or having entered upon such a career, to render more efficient service therein and to advance from their present levels of employment to high levels.[1]

Vocational Education as defined in the vocational educational acts has reference to training for useful employment. It may be given to boys and girls who, having selected a vocation, desire preparation for entering it as trained workers; to youths who, having already entered employment, seek greater efficiency in that employment; and to adult workers established in their trade or occupation, who wish through increase in their efficiency and wage-earning capacity to advance to positions of responsibility.[2]

What caused this definite and immediate need of vocational training? Several answers may be given, first and most inclusive of all, is the Coming of the Machine Age. Before this Machine Age business was carried on with simple machinery. Age of invention brought need of business training. It organized need of innumerable numbers of

---

1. Balance Sheet Dec. 1932, p. 147

2. Vocational Education Bulletin No. 1 Statement of Policies For the Administration of Vocational Education p. 8

secretaries, stenographers and elaborate methods of accounting in business education courses.

Machine Age Demands New Skills

Under modern industrial conditions the old method of training by apprenticeship in office or factory will no longer suffice. Apprenticeship can no longer take care of the complicated office work since the operations are far greater than that which a worker can do by the "learn to do by doing method" but he must be especially trained for his vocation. The need for stenographical, secretarial and business help grew as business expanded. The industrial field in general demands skilled labor.

Vocational Training Introduced

Vocational training is that kind of training which prepares one to take his place in the world as an intelligent, cooperative, honest and economical individual, with knowledge, skills, ideals, attitudes, and appreciations necessary in a complex and ever-changing, interdependent society.[3]

Vocational training is the chief means of relieving unemployment caused by the invention and use of new machinery is the opinion of Dr. J. C. Wright, director of the Federal Board for Vocational Education. In expressing his opinion, he stresses the necessity of anticipation in industrial changes and advises the worker to stay enough in advance so that he is not destined to be displaced by time but may be retrained for other types of work. To this he urges employers and workers to co-

---

3. School Life, January 1935, pp. 7,8.

operate in keeping vocational schools informed of new jobs for which workers should be trained for only in this way will the schools be able to play their part most effectively in relieving technological unemployment.[4]

Education in a democracy educates an individual for his work in life. Is the vocational training now meeting the demands of a democracy?

---

4. School Life, January 1935, pp. 7, 8.

Chapter II

History of Vocational Training

Vocational training in some form has, of necessity, existed since the beginning of human life on earth. If we go back far enough in history we will find that the young of primitive people acquired their life sustaining knowledge and skills through unconscious imitation of the elders. Early in the history of organized society these skills were taught to the youth by the tribal elders. This may be termed an "apprenticeship". Since that time to about the 20th. century simple forms of apprenticeship have undoubtedly been the chief means of giving vocational education, though it is probable that there were some exceptions to this as there are to every good rule. Schools of some sort were conducted here and there especially for the priestly vocation existed among the ancient Egyptians and the Hebrews seems certain. Apprenticeship, without a doubt, was the chief source by which man transmitted from generation to generation the necessary knowledge and skill to sustain life and carry on the world's work.[1]

Vocational Education in Early Times

Up to the 18th century there was little change or progress made in the means of vocational education. Only "priestly callings" which to the present day have been "learned professions" have been transmitted by some kind of a school. All other vocations, have used some

---

1. For History of Modern Vocational Education in the United States see: Arthur B. Mays, The Problem of Industrial Education (New York, the Century Co. 1927), Chap. II.

forms of "learning by doing" as their chief mode of vocational training. Apprenticeship developed gradually. At first it was chiefly a transmittal of skill from father to son. Later, though the adoption of sons by artizans, the practice was enlarged and prepared the way for indentured apprenticeship as it was practiced in Egypt shortly before the Christian era.[2]

B. Vocational Education in Middle Ages

In the Middle Ages during the dominance of town life by the craft guilds, indentured apprenticeship became a most important social and economic institution. With the decline of the guilds; apprenticeship became a function of the state and gained prominence in being the chief form of vocational education for the skilled crafts until the development of the factory. Through all the ages, however, there has been but one way for the unskilled worker to learn to do his task, and that has been the "learn to do by doing method." The serious attention given to the matter of training the common or unskilled laborer for his work is very recent.

C. Vocational Education in Modern Times

In the United States the history of vocational education down to the close of the first quarter of the nineteenth century was little different from that of Europe in the Middle Ages. In the earliest period of American history, some form of apprenticeship constituted the chief means of training for all but the common laborer. Young

---

2. See Arthur B. Mays, The Problem of Industrial Education

men attached themselves to some outstanding member whose profession they wished to enter and by studying under his directions and by aiding him in his professional duties, they came in the course of time, to acquire the necessary knowledge and skill to begin independent practice.

Most of the ministers, lawyers, and doctors were trained in this manner from the beginning of American history to the early years of the present century. Nevertheless, during this time, the need for professional schools was realized. Due to this realization many such schools were founded and maintained. At first many such institutions grew up around the private teaching of prominent men engaged in the professions. The growth of these private institutions encouraged the Universities to add professional schools to their organization. In several notable cases private professional schools were taken over by Universities to become departments or colleges with the larger Universities.

D. Business College Development

The popularity of the private "Business College" seems to have reached its crest during the period from about 1850 to 1890. After that time they had to compete with the public schools. The public schools were, at first slow to introduce vocational education, but demand became so general and urgent that they were forced to establish courses and departments in business training. After 1900, the commercial high school appeared, and since then the development of commercial education in the public high schools has been rapid. By 1925 the number of public commercial high schools had increased to twenty with an enrollment of 35,120. Summarizing the government reports,

Marvin shows that the enrollment in these schools increased from 84,418 pupils in 1901 to 278,275 in 1918. A review of more recent statistical data shows that during the period 1910-31 the total enrollment for public high schools rose from 915,061 (1910) to 4,354, 815 (1931) a gain of 476 percent. In 1910 there were in commercial subjects 81,849 while in June 1931, there were 766,447 by estimate based on percentage for 1928-30, a gain of 944 percent.

E. History of Commercial Education in the United States

The history of the Commercial education in the United States is quite fascinating. The first commercial courses were offered by private schools early in the nineteenth century, to students who had completed only the grammar grade. The purpose was to train bookkeepers. Later the subjects of typing and shorthand were included.

The expansion of business early in the twentieth century, bringing with it the need for office workers possessing more than elementary schooling, and public demand for free commercial education, brought about the introduction of commercial subjects into the curricula of our public high schools. To meet the need for which these schools were created, the courses thus introduced were taught for the express purpose of preparing the student for a definite job such as something apart from academic training.

During the last few years educators have come to realize that all education should prepare for life, and as society is now organized, business is a very vital part of life.

Newer Developments in Vocational Training

Partly as a result of activities fostered under the Smith-Hughes Act, and partly because of the increasing realization of industry that training is necessary for all grades of workers, there has grown up in the United States, a most varied offering of opportunities for industrial education. There appear now in the public schools, manual-training courses (better called industrial arts, where the work is rich in technical and industrial information), general continuation schools for juvenile industrial workers, part-time trade, extension classes for young people apprenticed in the skilled trades, evening classes for those preparing for the mechanical trades, cooperative part-time programs for the preparation of young industrial workers in both the skilled mechanical trades and the technical occupations in industry, and foremanship courses for the training of foremen in industrial teaching skills. In industry, there are also to be found extensive training programs.

Chapter III

Vocational Training is Preeminently a Problem of Modern Times

An attempt will be made in this chapter to show the development in vocational training. The early development of business education followed the lines of least resistance, and consequently did not always adjust itself to the needs of the pupils or of business. At first, the high schools followed the path set by the business colleges, giving short intensive courses in a limited number of subjects the leading of which were shorthand, typing, bookkeeping, and business law.

After several years, this program was found to be deficient in many ways. The skills produced as a result of intensive work in these courses have been found to be only a part of the training which modern business demands. It has been found necessary to educate for a broad understanding of business as well as to develop job skills.

Recent Changes in the Objectives of Business Training

A review of recent changes in the objectives of business training brings out the fact that there are two distinct types of business training:

1. Vocational business education, which aims at the acquisition of specialized skills, is considered from the view point of the producer of economic goods and services.

2. General social business education, which aims at the acquisition of general business knowledge only, is from the view point of the consumer of economic goods and services.

It is the consumer training that deals with the personal relationships. These relationships consist of purchases for personal and family consumption, and the use of services which are necessary for a complete mode of living, therefore, consumer training is the most practical for the mass of consumers of economic goods and services.

In this commercial age, the greatest in the world's history, it is more than likely that most of us will at one time or another take part in some business enterprise.

The large percentage of business failures due to lack of knowledge is proverbial. Therefore, it seems evident that both these types of business training are essential to meet the technical everyday demands.

Social and Economic Changes Demanding Specialized Workers

Practically all fields of employment have become subject to sweeping economic and social changes. These changes are still going on. In this part of the thesis the attempt is made to make clear the utter and immediate need of vocational training to meet the present and future demands of the economic world.

Research and invention perhaps are the two main causes of most of our economic change.[1]

The American home is in constant process of adjusting itself to the new mechanical devices and processes which the producer as well as consumer is eager to utilize for the safety and comfort of his home.

The scientific management spurred on by economic pressure technological progress is continually changing the character of jobs and

---

1. Vocational Education in a Democracy, Prosser and Allen, pp. 21-23.

occupations in most lines of employment. Corresponding changes take place in the kind and degree of skill and knowledge demanded by the occupation.[2]

The fundamental basis of modern skill and knowledge is the development of science and invention. In a single year more new designs in furniture and woodworking of all kinds are developed than were produced by craftsmen during long periods of medieval history and the changes in materials, equipments, and processes of manufacturing are correspondingly rapid.[3]

Old technical knowledge is quickly abandoned and supplemented by the results of new discoveries and inventions. New skills are constantly required and new technical knowledge is constantly and rapidly developed and applied. Because of the constant occupational shifts the modern worker in practically all fields of employment must adapt and readapt himself to the demands of his job. No better example of his statement could be furnished than the case in the field of commercial employment. Each year the sales clerk in the silk or rayon department must change his varied information on the weave, texture, ingredients, quality, weight, color, design, and price. With more than a thousand new facts for each season the clerk must equip herself in order to serve customers intelligently and promote sales. The same holds true

---

2. Vocational Education in a Democracy, Prosser and Allen, pp. 22-23.

3. Vocational Education and Changing Conditions, Vocational Education Bulletin No. 174, p. 17, U. S. Dept. of Interior.

for other fields of employment. Take the case of Diesel engineering which at present is sweeping the country; aviation which grew so popular especially after Lindbergh's Atlantic flight; air conditioning which promises a future for thousands.

When the typewriter was substituted for the pen it created an entirely new type of office employee whose duty it is to copy or transcribe on the machine both dictation and office records. When the comptometer was substituted for the pencil, clerks and accountants were required to learn the handling of the new labor saving devices. Only in large offices do we find a special comptometer operator. The billing machine and the card file in bookkeeping takes the place of the cumbersome record books of the old accountant, he must adapt himself to the new method or lose his job, and give way to the person who can manipulate devices for this purpose. At any rate the new devices need up-to-date methods.

This increased mechanization of occupations creates what appears as a never-ending program of development and improvement. It is true that the increased substitution of the machine reduces the human, physical (mechanical) contribution but not the mental or non-mechanical contribution. Both technological progress and scientific management are constantly abolishing or revamping jobs in which the worker used his head little and his body much, and are creating jobs which make more demands on his intelligence or his knowledge and judgment or his ability to get along with other people.

Machine Versus Hand Labor

Technological improvement has surrounded the modern business man and his office force with mechanical facilities for doing more and better work with less physical effort. Formerly letters were written by hand; now they are dictated directly to a stenographer or the dictaphone. Formerly business contacts were made by letter or personal visitation; now the overwhelming bulk of them are made by telephone and telegraph. Business is no longer simple, but is a complex unit which requires careful training on the part of those who are to participate in it. A variety of duplicating machines has turned the office into a new type of a print shop and saves time of rewriting and retyping letters and other office correspondence.

These and many other technological contributions have freed the business man from the mechanical details of his work, and as a result have vastly increased the amount of business he can transact in the course of a day. These contributions have enabled greater freedom for the business man and have as well complicated business affairs which in turn has led to the greater use of the head instead of the body both among the business men and the working force.*

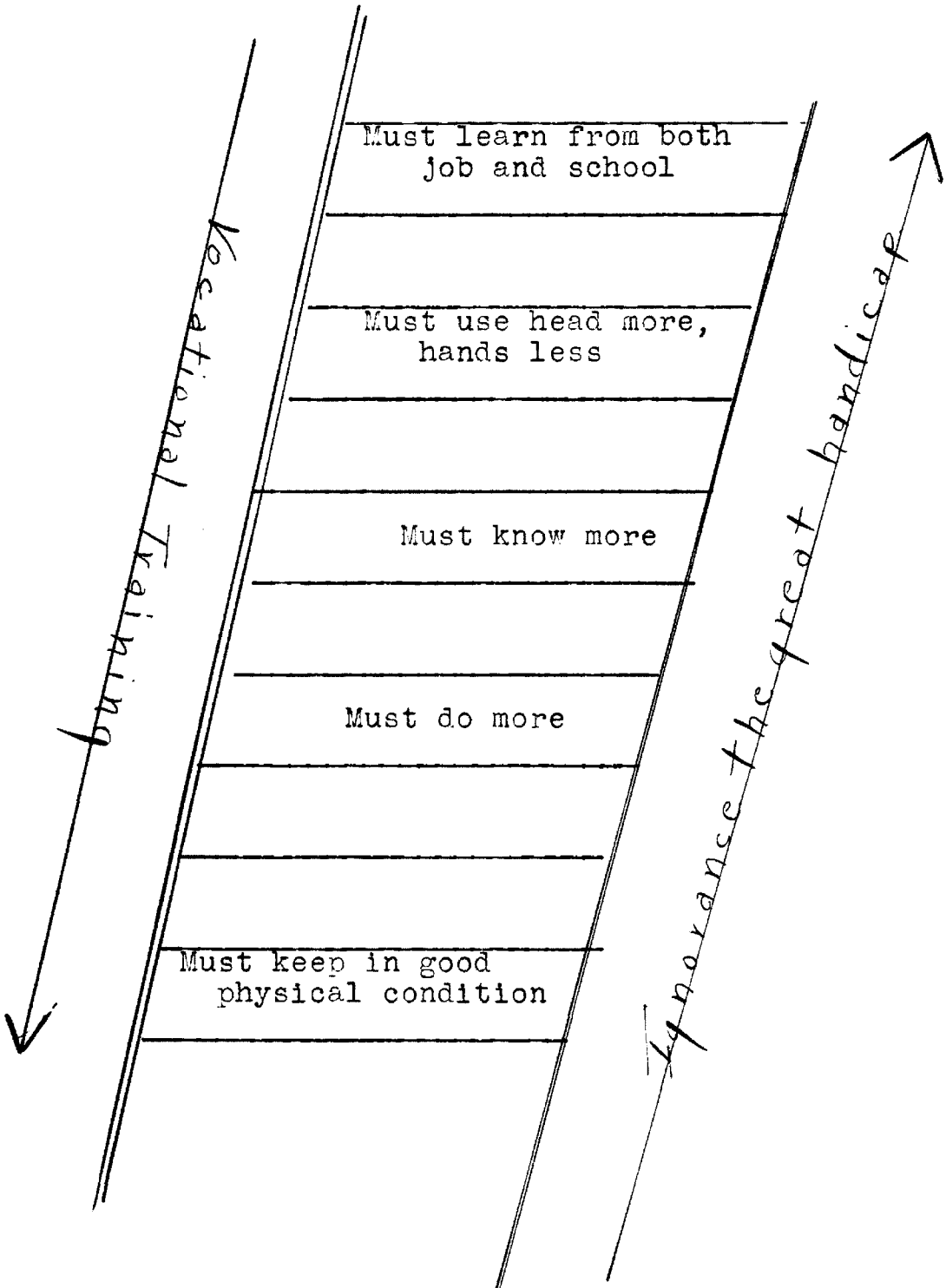
Technocracy and Its Demands on Vocational Training

Technocracy or the Machine Age has played an important role in robbing the people of jobs replaced by new invention labor saving devices but it has played even a greater part in creating new jobs which demand skilled labor.

---

*The self-explanatory graph on the following page illustrates the statement.

The Needs of Workers in All Occupations



Vocational Education Bulletin
No. 174, p. 27.

These new jobs, however, demand "skilled labor". People employed in the radio industry, cinema, air conditioning, or any one of the various industries must be "specialists" in their vocations. A fact which many people seem to overlook is that despite the widespread unemployment, many manufacturers are today facing an acutal and serious shortage of skilled mechanics, and that this condition will become more acute as business recovery goes forward. "Unemployment in 1937 is skilled jobs begging for men and unskilled men begging for jobs."[4]

In education for the new economic adjustment period, business training is playing an important role in rehabilitating the unemployed. The interdependence of labor and capital is little appreciated by many unless one understands their relationships. Cooperative movements among agricultural interests would perhaps succeed better if the futility of selling on an open market and buying many of their needs on a controlled market were better appreciated by farmer boys and girls. Since 60 per cent of our students never reach college, it is self evident that the business training must be taught in high school. Vocational training should serve as a device for aiding people in adjusting themselves to their economic environment. It is conclusive evidence that social and economic adjustments rest basically upon vocational adjustment.

---

4. Unemployment in 1937, Fortune Magazine, October 1937

Since technological advances are constantly devaluating the acquired skills of workers it is evident proof and warning that the security of the workers of all ages depends upon maintenance of occupational adjustment in work environment which is constantly shifting.

Unemployment itself is concrete evidence that the economic security of the worker has not been adequately safeguarded. Therefore, the problem presented to the vocational training is one of enabling the worker through occupational adjustment training to hold the job he has, and in the other to enable him through suitable training to secure reinstatement in his old or prepare him for some new job which might be available if his old job has been replaced by machinery.

Federal acts under which funds for vocational education are appropriated to the States provided that these funds shall be used in the States to fit workers for useful employment in agriculture, trades and industries, and the home, and for training workers in these lines of employment for greater efficiency.

Summary

The increasing economic insecurity of the adult worker in practically all fields of employment, and the needs of our unadjusted youth for vocational training in the ages during which they are not being permitted to enter upon regular employment, undoubtedly present the more serious problems emerging for vocational education in our present economic order. Realization of the seriousness of this problem is evidenced by the passage of the George-Deen Act (Public No.

673, 74th Congress, approved June 8, 1936, effective July 1, 1937), authorizing a permanent basis for increased appropriations to the States and Territories for vocational education in the fields already aided and in addition authorizing appropriations for use in the field of distributive occupations.[5]

---

5. Statement of Policies for the Administration of Vocational Education, Vocational Education Bulletin No. 1, p. 2, U. S. Dept. of Interior.

Chapter IV

THE ORGANIZATION OF VOCATIONAL TRAINING IN MODERN TIMES

In any given situation such as the one of widespread unemployment, certain types of problems in the field of vocational education are accentuated. Such problems during 1934 have included adult education for the unemployed, educational needs of our 14 to 18 year old youths--and in rural communities the out-of-school farm youths up to the age of 25 years.

It is a matter of common knowledge that during the past few years youths who have dropped out of school for one reason or another at the earliest age permissible have constituted a large proportion of unemployed in many thousands of instances of the dependent, unattached vagrant unemployed. It is an undebatable fact that it is not the public's wish that these youths should be abandoned in the most critical habit and character forming years of adolescence by being denied both suitable educational and employment opportunities. (Statistics found in the Survey carried on by the Fortune Magazine reveals that 70 per cent of the number on relief rolls from 1935 to 1937 had less than high school education. See appendix B. page 188 Fortune Magazine for October 1937.)

A nation wide movement for vocational education of lower than

college grade for young workers and adults has grown out of the assistance given to the States by the Federal Government under the national Vocational Act of 1917 (39 Stat. 929) known popularly as the Smith-Hughes Act. Changing legislative and administrative provisions of the acts have been kept in mind to keep vocational education in step with current social and economic developments. As vocational education continues to expand and change to meet new needs, the Office of Education may change its policies as a growing and lengthened experience indicates the necessity for change, and after due notice has been given to the States.[1]

Responding to the organized demands of trade unions and practical educators interested in promoting real vocational training in the public schools, Congress created in 1914 a Federal Commission on National aid to Vocational Education. Under the act establishing this body (38 Stat. 767) the President was directed to appoint nine members "to consider the subject of the national aid for vocational education and report their findings and recommendations not later than June, next."

The Commission organized on April 18, 1914 and reported June the same year. It advised nation-wide promotion of vocational education, and recommended Federal aid to the States to that end. Most of the program and recommendations of the Commission were later embodied in legislation introduced into the next Congress and passed as the Smith-Hughes law, which as set forth in the title, is "an act to provide for the

---

1. Statement of Policies for the Administration of Vocational Education, Vocational Education Bulletin No. 1 p. 3.

promotion of vocational education; to provide for cooperation with the States in the promotion of such education in agriculture and the trades and industries; to provide for cooperation with the States in the preparation of teachers on vocational subjects, and to appropriate money and regulate its expenditure."

The act created its own administrating and is an independent government establishment known as the Federal Board for Vocational Education. This board is composed of seven members four of whom are ex-officio--the secretary of Agriculture, the secretary of Commerce, the secretary of Labor and the United States Commissioner of Education.

The program of vocational education in the United States has developed in conformity with the provisions of the Smith-Hughes Act (Public No. 347, 64th Congress, approved February 23, 1917) as a cooperative enterprise between the States and the Federal Government. In such a joint endeavor the need for the Federal Board Administrator provides financial aid to the States for the promotion of vocational education in public schools but it limits the extent of the aid and sets forth a definite program of cooperation to which the States must subscribe in order to profit under the act.

T he Smith-Hughes law became effective on February 23, 1917, and by the end of the year all 48 states had accepted the principle of the Federal aid for vocational education and had organized the machinery necessary to secure it. In March 1924, the benefits of the Vocational education were extended. Further development of the movement was made

possible by increased appropriation, by revisions by the Federal Board in 1922, and again in 1926 and by supplementary Legislative Acts which will be listed in a subsequent chapter.

Vocational education acts provide for a plan of cooperation between the Federal Government and the States for the promotion of vocational education in the fields of agriculture, trades and industry, home economics, and commerce.

Under these acts the Federal Government does not propose to undertake the organization and direction of vocational education in the United States, but does agree to make from year to year substantial financial contribution to its support. It undertakes to pay over to the States annually certain sums of money and to cooperate in fostering and promoting vocational education and the training of vocational teachers. The grants of Federal money are conditional, and the acceptance of these grants imposes upon the States specific obligations to expend the money paid over to them in accordance with the provisions of the acts.

This cooperation of the States with the Federal Government is based upon four fundamental ideas: (1) That vocational education being essential to the national welfare, it is a function of the National Government to stimulate the States to develop and maintain this service; (2) that Federal funds are required to adjust equitably among the States the burden of providing the service; (3) that since the Federal Government is vitally interested in the success of vocational education, it should, so to speak, secure a degree of participation in this work; and (4) that

only by creating such a relationship between the central and the local governments can better and more uniform standards of educational efficiency be set up.

Agencies of Cooperation

The work of the agency of cooperation established by the acts is devised to secure effective cooperation in promoting vocational education. The organic act (the original Smith-Hughes Act of 1917 is throughout this report referred to as the organic act) provides for the appointment by the President of a representative Federal Board for Vocational Education, which on June 10, 1933, was designated by Executive Order as an advisory board with its administrative functions transferred to the Department of the Interior, where on October 10, 1933, these functions were transferred to the Commissioner of Education. To provide agencies representing the States, the organic act requires that, as a condition of benefitting under the act, a State Board of not less than three members shall be created or designated by legislative act, each State Board to work in cooperation with the Office of Education in carrying out within the State the provisions of the act.

Procedure

Each State shall submit to the Office of Education a plan outlining the method by which it proposes to conduct its vocational education activities. These plans are carefully examined by the Office of Education, and if it finds them to be in conformity with the spirit and purpose of the act, it is authorized to direct that the money apportioned to the various States be paid.

Methods of Federal Administration

The several funds set up under the acts out of which Federal money is apportioned to the States, and the appropriations made to the Vocational Division of the Office of Education itself for research and investigation have necessitated four administrative services:

1. An agricultural education service.
2. A commercial education service.*
3. A home economics education service.
4. A trade and industrial education service.

For each of these services there is a chief, who acts under the general direction of the Assistant Commissioner for Vocational Education, and Federal agents.

Public Supervision and Control

The guiding principle of the vocational education acts is that the education to be furnished must be under public supervision and control, and designed to train persons for useful employment, whether in agriculture, trades and industry, home economics, or commerce.

Vocational Education as Defined in the Vocational Education Acts

To the extent that it is subsidized by the Federal Government under the Vocational Ed cation Acts, vocational education has reference to training for useful employment. It may be given to boys and girls who, having selected a vocation, desire preparation for entering it as trained workers; to youths who, having already entered employment, seek greater efficiency in that employment; and to adult workers established in their trade or occupation, who wish through increase in their efficiency and wage-earning capacity to advance to positions of responsibility.

---

*The commercial education service administers the program of training in the distributive occupations.

Conditions Under Which Federal Money is Made Available

The provisions of the organic Smith-Hughes Act and of the supplementary George-Deen Act are permanent, continuing, and similar to one another in most respects. In providing for funds, however, there is an outstanding difference which is pointed out so that the States may realize the necessity for continuous recording and reporting of essential information which can be used in preparing budget estimates from year to year. The Smith-Hughes Act actually appropriates Federal funds for vocational education on a permanent, continuing basis while the George-Deen Act merely provides permanent authorization for appropriations for vocational education.

The George-Deen Act authorizes the maximum amounts for the initial year beginning July 1, 1937, and annually thereafter. The funds due the States shall be paid in equal semi-annual payments on the first day of July and January of each years.*

*Legal requirements of the Smith-Hughes Act and Policies Relating to the Smith-Hughes Act may be found on pages 8-25, Statement of Policies for the Administration of Vocational Education, Vocational Bulletin No. 1, Rev. Edition Feb. 1937.

Chapter V

SUMMARY OF THE PROVISIONS OF THE SMITH-HUGHES ACT AND THE DEVELOPMENT OF ITS PROGRAM

The Smith-Hughes law, which is now known as the organic act, became effective on February 23, 1917, and by the end of the year all 48 states had accepted the principle of the Federal aid for vocational education and had organized the machinery necessary to secure it. In March 1934, the benefits of the Vocational education were extended and further development of the movement was made possible by increased appropriation.

Vocational education as intended by the Smith-Hughes law and as interpreted by the Federal Board, is education of lower than college grade, to meet the needs of persons over 14 years of age, the controlling of which is to fit for useful employment.

Federal aid is designed to do two things:

1. To furnish a fund to help pay the salaries of teachers of vocational subjects and of supervisors and directors of agricultural subjects.

2. To promote and assist the training of teachers to equip them to teach such subjects in the vocational field.

The federal fund began in 1917 as an appropriation of $500,000 for the purpose of cooperating with the States in paying the salaries of teachers, an equal amount "for the purpose of cooperating with the States in paying salaries of teachers of trade, home economics and industrial subjects", and to meet appropriations of $500,000 for the purpose of cooperating with the States in preparing teachers, supervisors, and directors. By the terms of the organic act, these appropriations

increased progressively until 1926, when a maximum was reached which was to continue "annually thereafter". The maximum was $3,000,000 for trade and industrial and home economics education and $1,000,000 for teachers' training, however, the 70th Congress passed a law approved February 5, 1929.

The funds provided are allotted to the States quarterly on the basis of population as shown in the latest Federal census, on condition that the State, the local community or both, raise an equal amount for the same purpose.

A state must perform certain definite acts to become and remain a beneficiary of the national vocational education law. Within 10 months after the passing of the Smith-Hughes Act all 48 states had signified their intention to cooperate in the movement, either through legislative enactment or executive order.

The organization of the Federal Board for Vocational Education coincided very closely with American entry into the World War, and early history of the Board was of necessity influenced, this influence bringing about current dislocation.

Within a year of its organization it was given responsibility of administrating the law providing vocational rehabilitation for "disabled persons discharged from the military or naval forces of the United States." Before that task was transferred to the Veteran' Bureau, civilian vocational rehabilitation had been added to the duties of the Federal Board.

The administration of the Federal Aid in civilian rehabilitation

is still a function of the Federal Board, but its machinery is so organized that the two distinct functions--vocational education and vocational rehabilitation are carried on by separate divisions.

State Plans

Cooperative relations between the Federal and the State agency in the administration of vocational education have their foundation in the State plan, or program, which is submitted by each State to the Federal Board for approval. This plan outlines the method by which the State purposes to continue its federally aided vocational education activities and when approved, constitutes in effect a contract between it and the Federal government. At first plans were drawn and submitted annually. Beginning in 1922, however, a policy of establishing a five-year program was adopted by most States. Each state creates and is responsible for its own plan.

While it ought to be manifestly impossible to attempt the adoption of a uniform plan applicable to all States, the Federal Board has set up a minimum standard which must be met before a State will be approved to receive aid.

Disapproval of a State plan by the Federal Board "does not mean" the Federal Board points out, "that the State may not adopt the plan, but only that it may not use the Federal funds for reimbursements under the plan disapproved."

In carrying with the State plan, Federal jurisdiction is still further limited by the fact that the Federal Board for Vocational Education and its representatives deal only with the State Board for Vocational Education in each State.

Federally Aided Vocational Activities

The organization administration of Federal Aided Vocational Education is that the Federal subsidy for vocational training merely promotes that type of education; it does not in any way affect local control.

The actual financial contribution of the Federal government to vocational education is contingent upon the use of a dollar of State or local money for each dollar of Federal money appropriated and is limited to the definite activities and specified in the act.

The list of ten activities as enumerated by the Federal Board are:

1. Teaching or supervision of agricultural subjects.
2. Teaching of trade or industrial subjects in all-day schools.
3. Teaching of trade or industrial subjects in evening schools.
4. Teaching of trade or industrial subjects in part-time schools, including teaching of general continuation subjects in part-time schools.
5. Teaching of home-economics subjects in all-day schools.
6. Teaching of home-economics subjects in evening schools.
7. Teaching of home-economics subjects in part-time schools.
8. Preparation of agricultural teachers, directors or supervisors.
9. Preparation of trade or industrial teachers.
10. Preparation of home-economics teachers.

Provisions for Agricultural Education

The only mandatory provision in the Smith-Hughes Act governing agricultural education is that schools shall "provide for directed or supervised practice in agriculture, either on a farm provided for by the school or some other farm, for at least six months per year." Accordingly this requirement must be met by the States.

Directed practice is that practice which is done under specific direction of the supervisor. It implies the giving of definite directions by the supervisor and the carrying out of such directions by the pupil. Directed practise more commonly deals with operative training, and is a common form of practice by vocational pupils on school farms.

Supervised practice is that practice performed by the pupil more largely on his own responsibility and over which the supervisor exerts an influence and power of approval. It implies the working out of plans and the carrying out of such plans by the pupil under the general guidance of the supervisor. Supervised practice deals with both managerial and operative training, and is a common form of practice by vocational pupils on home farms.[1]

Types of Schools Organized

Four types of school organization have been developed to meet the needs of those interested in vocational agriculture and to carry out the intent of the law. These are the all-day schools, the day-unit schools are composed of pupils of school age and are in fact regular secondary schools specializing in agriculture, giving not less than 90 minutes instruction per day in agricultural subjects in addition to the required six months of directed or supervised practice. These schools may be organized as departments of agriculture in the high schools, or as separate schools.

Day-unit schools or classes are sections of the regular school usually in isolated rural districts where the number of pupils is too small to support a full-time instructor. Pupils are organized in

---

1. Federal Board for Vocational Education, Bulletin No. 118, pp. 4,5., Dept. of Interior.

classes to receive a minimum of 90 minutes a week in technical agriculture from an itinerant instructor who also supervises their practical work.

Part-time schools or classes are operated for those who have left school and have entered upon farm work as a vocation. Instruction is given in short-unit courses in technical agriculture farm work and related subjects, and the practical farm work of the pupils is supervised by the teacher.

Evening schools or classes are maintained for and attended by adult farmers who desire technical and scientific instruction to supplement their practical knowledge and experience. Although called evening classes, they are in reality "free time" classes which may be held at any time most convenient for the majority of the students enrolled. Part-time and evening classes usually extend over periods of two hours twice a week.

Course of Study

Courses of study in vocational agriculture include not only practical and technical subjects and related science, but in most cases, particularly in the day schools, some instruction in farm mechanics and the care and upkeep of farm machinery.

The number, distribution, and enrollment of each of the four types of Federally aided schools and classes teaching Vocational Agriculture, for fiscal year ended June 30, 1930, by Geographic Divisions.*

---

*North Atlantic 1 Southern 2
Central 3 Pacific 4

See following page for numbers enrolled.

All-day Schools		Day-unit Schools		Part-time Schools		Evening Schools	
Number	Enrollment	Number	Enrollment	Number	Enrollment	Number	Enrollment
1. 615	15,290	151	1,018	184	1,284	152	3,326
2. 1,747	44,802	498	7,206	141	1,988	1,674	38,451
3. 1,143	29,424	37	763	34	1,145	215	17,695
4. 406	14,373	8	52	17	253	143	3,336

*1. Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Ohio, Rhode Island, Pennsylvania, Vermont, and West Virginia.

2. Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, and Virginia.

3. Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Missouri, Nebraska, North Dakota, South Dakota, and Wisconsin.

4. Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, Washington, Wyoming, and Hawaii.

*Sections of Federally aided schools according to Geographical Divisions

1. North Atlantic
2. Southern
3. Central
4. Pacific

Chapter VI

ACTS APPROPRIATING FEDERAL FUNDS TO THE STATES

Appropriations of Federal Funds for vocational education and for vocational rehabilitation of physically disabled persons are made by or under the provisions of the following acts:

The vocational education act (Smith-Hughes), to provide for cooperation with the States in the promotion of vocational education. (Approved February 23, 1917.)

The vocational rehabilitation act, to provide for the promotion of vocational rehabilitation of civilians disabled in industry or otherwise and their return to employment. (Approved June 2, 1920, as amended June 5, 1924, June 9, 1930, and June 30, 1932.)

An act extending the benefits of the vocational education and vocational rehabilitation acts to the Territory of Hawaii. (Approved March 10, 1924.)

An act to provide for vocational rehabilitation of disabled residents of the District of Columbia.)Approved February 23, 1929.)

An act (George-Reed) to provide for the further development of vocational education in the several States and Territories, authorising for the years 1930-1934 additional appropriations for vocational agriculture and home economics. (Approved February 5, 1929.)

An act extending the benefits of the vocational education and vocational rehabilitation acts to the Island of Puerto Rico. (Approved March 3, 1931.)

An act (George-Ellzey) to provide for the further development of vocational education in the several States and Territories, authorizing for the years 1935-37, additional appropriations for vocational education. (Approved May 21, 1934.)

An act (George-Deen) to provide for the further development of vocational education in the several States and Territories, authorizing for the year 1937-1938 and annually thereafter additional appropriations for vocational education in agriculture, trades and industries, home economics, and the distributive occupations--and for teacher training in each of these fields.

(Approved June 8, 1936).

The George-Reed Act of 1929, authorizing annual appropriations for the five years 1930 to 1934, expired June 30, 1934, and in anticipation of this expiration Congress provided in the George-Ellzey Act of May 1934, for continuation of annual appropriations during the years 1935, 1936, and 1937, additional, as were those of the George-Reed Act. Appropriations made under this new act are to based on the farm, the rural, and the non-farm population of the States and Territories. For 1936 allotments were certified to the Treasury in June 1934. These allotments were to be sent to the States in semi-annual payments July 1 and January 1.

Enrollments in Vocational Classes

Enrollments in vocational classes as reported for 1934 by State Boards are summarized in the table on the following page. For earlier years and for individual State enrollments in different types of vocational classes are also given.

Enrollments in Vocational Classes

Type of School	Total	Agricultural	Trade and Industrial	Home Economics
All types. . . .	1,119,140	289,361	486,058	343,721
Evening	369,859	100,641	139,733	129,485
Part-time	261,382	13,273	216,415	31,694
All-day	477,643	165,191	129,910	182,542
Day-Unit.	10,256	10,256	-	-
	In schools federally aided			
All types. . . .	1,051,000	286,150	466,999	297,851
Evening	353,875	99,293	130,901	123,681
Part-time	256,026	11,719	212,613	31,694
All-day	430,843	164,882	123,485	142,476
Day-unit.	10,256	10,256	-	-
	In schools not federally aided			
All types. . . .	68,140	3,211	19,059	45,870
Evening	15,984	1,348	8,832	5,804
Part-time	5,356	1,554	3,802	-
All-day	46,800	309	6,425	40,066
Day-unit.	-	-	-	-
	Increase or decrease (-): 1934 compared with 1933			
All types. . . .	-31,167	23,383	-51,454	-3,116
Evening	-12,352	17,269	-15,891	-13,730
Part-time	-38,246	715	-39,025	-36
All-day	15,255	5,143	3,462	10,650
Day-unit.	256	256	-	-

These enrollments, as provisionally compiled for 1934, totalled 1,119,140 youths and adults of all ages. They included in round numbers about 370,000 adult farmers, trade and industrial workers, and homemakers enrolled in evening vocational courses for instruction along the lines of their daily employments; 261,000 employed boys and girls enrolled in part-time classes; and 488,000 boys and girls in full-time school attendance taking vocational agricultural, trade and industrial, or home economics courses.

Grouped by broad fields of vocational training enrollments for 1934 included 289,000 adult farmers and farm boys and girls taking vocational agricultural courses; 486,000 adult trade and industrial workers and boys and girls taking trade and industrial courses; and 344,000 women and girls taking home economics courses.

A net decrease over the year in the total of enrollments in vocational classes operated under State plans developed in 1934 for the second time in the history of the program. This decrease, for 1934 as for the year preceding, represented principally decrease in enrollments reported for part-time general continuation classes. In both years, however, decreases were reported in evening trade and industrial and home economics classes. The decreases for these types of schools were partially offset in both years by increases in enrollments reported for all-day schools, and in 1934 by increases reported for agricultural evening and part-time schools. The decreases last year as in the year preceding reflected the continuing unemployment situation and reduction under pressure for economy in Federal, State, and local funds made available for maintenance and development of these vocational programs. For

part-time general continuation schools the decrease reflects also legislative and code restrictions upon employment of youths under 16 or 18 years of age. Enrollments in evening and part-time classes tend to fall off in any period of widespread unemployment, since these classes are organized primarily for employed workers.

The table on page 111 gives enrollments in vocational classes operated under State Plans each year, 1918 to 1934.

Expenditure of Federal, State and Local Money

Expenditures under State plans for vocational education and vocational rehabilitation in 1934 are summarized in the table below. No Federal money is available for plant and equipment of vocational schools, and no expenditures of State of local money for plant and equipment of such schools are included in expenditures reported to the Federal Office. The trend of these expenditures over the period 1918-1934, is illustrated in the diagram below. This illustrates the expenditure under State plans for year ended June 30, 1934.

Field of Expenditure

Vocational Education and Rehabilitation	Total Expenditure	Federal Money	State and local money	State and local, per dollar of Federal money
Vocational Education	$28,187,154	$6,950,945	$21,236,209	$3.06
Vocational Rehabilitation	2,179,905	915,649	1,164,246	1.27

In 1933 the amount of Federal funds made available to the States for expenditure by them was reduced, and in 1934 under the continuing pressure for economy a further reduction was made in these appropriations to the States. In both these years contributions of State and local arrangements with the States were reduced. Expenditures from Federal funds and from State and local funds each year, 1929, 1934, are shown in the table on the following page. It will be noted that increases in expenditures from Federal funds from year to year have been accompanied by increases in much

larger amounts of expenditures from State and local funds; and that decreases also in the contributions of States and local communities to the vocational program during the past two years have exceeded the decrease in amount of Federal funds used.

Expenditures of Federal, State and local money under State plans for vocational education: 1929-1934

Year	Expenditure		Increase or decrease (-) in expenditure	
	From Federal funds	From State and local funds	From Federal funds	From State and local funds
1934	$6,950,945	$21,236,209	-$777,300	-$1,162,434
1933	7,728,245	22,298,643	- 686,589	- 2,588,926
1932	8,414,834	24,987,469	436,105	823,106
1931	7,978,729	24,164,463	574,506	1,659,787
1930	7,404,223	22,504,675	525,693	1,908,900
1929	6,878,530	20,595,776	47,078	1,701,467

Expenditures from year to year of State and local money per dollar of Federal money expended under State plans in the several fields of vocational education, and for vocational rehabilitation communities have been contributing in recent years approximately $3 - in 1934 $3.96 - for expenditure under State plans to one dollar of Federal funds used.

Federal money allotted to the States and Territories, and appropriations to the Federal office for administration, research, and service to aid the States, under vocational education and vocational rehabilitation acts:

Act	Basis of allotment	Year ending June 30 1935	1934
Allotments to the States and territories			
Total, all acts.....	———	$11,482,440	$8,304,700
Smith-Hughes Act, total.	———	7,157,978	5,940,000
Agriculture.....	Rural population	3,018,854	2,520,000
Trade and industry....	Urban population	3,049,265	2,510,000
Teacher training.....	Total population	1,089,859	910,000
George-Reed Act, total	———	———	1,275,000
Agriculture.....	Farm population	———	637,500
Home economics.....	Rural population	———	637,500
George-Ellzey Act, total	———	3,064,603	———
Agriculture	Farm population	1,031,020	———
Trade and industry....	Non-farmpopulation	1,032,191	———
Home economics	Rural population	1,021,392	———
Vocational rehabilitation Act.....	Total population	1,089,859	969,000
Special Acts:			
Hawaii.....	———	30,000	24,700
Puerto Rico.....	———	105,000	84,000
District of Columbia...	———	15,000	11,000
Appropriations to the Federal office for administration, research, and service			
Total, all acts.....	———	302,198	298,000
Smith-Hughes Act.....	———	———	68,000
George-Reed Act.....	———	60,000	———
George-Ellzey Act.....	———	60,000	175,000

Chapter VII

VOCATIONAL TRAINING FOR DISTRIBUTIVE OCCUPATIONS UNDER THE GEORGE-DEEN ACT

This chapter will contain a summary of the most essential points and outlines of the George-Deen Act, the latest of the Government Acts to be passed for the development of the Vocational Training.

The George-Deen Act which became effective July 1, 1937, carried with it an appropriation of $12,000,000 for vocational training. This act provided that $1,254,000 of the appropriation be used for developing distributive occupational programs. Distributive occupational subjects are vocational subjects taught in part-time and evening classes to workers engaged in distributive occupations. Instruction in either part-time or evening schools must be limited to vocational or related distributive subjects which are supplemental to the daily employment of those attending. Distributive occupations are those followed by workers directly engaged in merchandising activities, or in direct contact with buyers and sellers. The pupils should be employed in a distributive occupation, or in other work involving contact with consumers. The purpose of the development of this program is to increase the skill or knowledge in a specific distributive occupation.

It should be obvious that a large number of well-trained people who have been in stores since the early part of the depression, who have risen somewhat in the scale of store work, and who are known to be successful store workers should make good retail selling teachers and that many will become interested in this work if its attractions are made known to them. Therefore, it would seem that the George-Deen Act would not suffer

as the Smith-Hughes Act was forced to because of the inadequate supply of trained teachers.

The Prince School for Store Service and the New York University School of Retailing, as well as several other schools, have been training teachers for this field, more or less unconsciously, for many years.

From the definition given in the Statement of Policies for the Administration of Vocational Education under the George-Deen Act released by the United States Office of Education, it is clear that the training for distributive occupations is regarded by that office as belonging in the field of Commercial education, and not as being properly classified as a part of one of the other fields of vocational training. Therefore, this new field of vocational training has been allocated to the Office of Education Service for development and supervision.

Distributive Occupations Defined

The George-Deen Act is to provide training for the distributive occupations which were neglected by the Federal Board's work in 1917, namely: (1) To stimulate interest in the occupation of retail selling; (2) To set up a proposal for a training program in this field; (3) To stimulate interest in, and the acceptance of, the principle job contacts are necessary to successful vocational training, and (4) To make available a program of training for foreign trade pursuits. The fourth point was the consideration which grew out of the World War and by the particular interests of the Chairman of the Federal Board for Vocational Education, the Honorable Mr. Redfield, Secretary of Commerce.

Consistent with its policy of interpreting the Federal Act liberally, the Board ruled that high school cooperative office or store training

courses were within the meaning of the term "part-time classes", and authorized the use of Federal funds for such classes under the general provision that "anything which increases a person's vocational or civic intelligence" could be included in the part-time school program. That ruling was intended to direct attention to the need for retail selling courses, and to stimulate schools to organize cooperative commercial courses for both office and store work. Over 20,000 copies of a retail selling education bulletin have been distributed in an effort to promote this type of business training.

Another United States bulletin, No. 84, dealing with the duties of, and training by, the super-cargo job in connection with foreign trade was prepared and distributed. A definite course of training for this work, with accompanying vouchers for practice also was published and distributed under the leadership of a Public Agent for Foreign Trade Education. Dr. Roy S. Elwee's several textbooks were written and released through private publishers.

More recently, the Board has published a report of a survey of the field of retail selling education, and has cooperated with various retail store groups in the development of suitable training courses for their employees. Retail selling is, without a doubt, being given an important place in this training program.

The term "Distributive Occupations" has been authoritatively defined as those followed by workers directly engaged in, or in direct contact with consumers when:

"1. Distributing to consumers, retailers, jobbers, wholesalers, and others the product of industry."

"2. Managing, operating or conducting a commercial service business, or selling the services of such business."

"Distributive occupations do not include clerical occupations, such as stenography, bookkeeping, office clerical work, and the like; nor do they include trade and industrial work followed by those engaged in railroad, trucking, or other transportation activities."

It is of interest to note that even the excluded subjects of bookkeeping, business writing, business arithmetic, and even typewriting may be taught as related work if they may be properly regarded as "supplemental to the occupation needs of the workers in distributive occupations." No doubt that other business subjects may be taught also, if taught as aids to preparation for a distributive occupation.

The greatest criticism of the George-Deen Act has been its liberal interpretation of the term "Distributive Occupations". It will permit the organization of any reasonable program of training in the new field. In fact, it may be said, that the breadth of this interpretation may be the cause of embarrassment to those who are responsible for this new program for the financing of which funds will be quite limited. Each State must decide just how it can best spend its allotment.

Kinds of Schools

Since Federal money under the George-Deen Act can be spent for training in the field of distributive occupations only in part-time schools or classes, it becomes necessary to make sure just what is meant by part-time as used in this connection.

Three kinds of part-time classes are approved as coming within the limitation of the Act. These are (1) "Classes organized for workers

who can leave their daily employment only for a few hours each week to attend part-time school--the usual minimum of 144 hours a year is required", (2) "Short intensive courses to be taught for a limited period of time to any one group of distributive workers during the period when they are not employed", (3) "Classes organized for continuous instruction on a cooperative school-and-employment schedule for employees who can leave their daily employment to attend school not to exceed 50 per cent of the working time."

Thus it is evident that evening classes, cooperative vocational classes, and intensive short-course classes come within the scope of the Act; and there is no restriction as to how much of the fund available shall be spent on any one of these types of training.

While the Smith-Hughes money still is available for cooperative commercial courses in accordance with a ruling of the Federal Board in 1919, the present Board tends to discourage the use of the Smith-Hughes money under this ruling where there are unmet needs in the trade and industrial fields since the George-Deen Act makes provision for this type of training. It should be pointed out, however, that the latter Act does not cover clerical occupations. This does not alter the situation materially since few, if any, cooperative clerical courses have been organized under the Smith-Hughes Act, partly because of lack of progressiveness on the part of the commercial educators, partly because of the absence of any direct contact between commercial education and the state vocational organization, and partly because the trade and industrial field had needed all of its appropriation while commercial education has been adequately financed locally.

Doubtless cooperative clerical commercial education can continue to operate with local funds, but that its development would be greatly accelerated by the use of Smith-Hughes funds which should be possible now that added funds are available for trade and industrial courses. Training for the distributive occupations, of course, will be promoted with George-Deen Act funds. As with other forms of vocational education prior to 1917, lack of vision rather than lack of funds has retarded progress in the field of selling. It is to be hoped that Federal funds now available will focus attention on the need for training in this field and that rapid progress may be made toward meeting that need during the years just ahead.

Kinds of People to be Trained

Three classes of people may be enrolled under this Act, namely: (1) Boys and girls who wish to enter a distributive occupation and who are qualified to take training for it; (2) Young people who already are in distributive occupations and who want to learn how to do their jobs better; (3) Adults who are in such occupations and wish to prepare for advancement to the higher levels of their fields of service.

There are certain restrictions as to age limits. Evening courses are open to people over 18 years of age. For part-time courses a lower age limit of 14 is prescribed. It is equally clear that no person already in a distributive occupation can be denied the benefits of this Act wherever a comprehensive program of training is set up under its provisions regardless of age.

Leadership Needed

The first need to be met is that for competent leadership. It is assumed that organisational and administrative leadership is available in every state in the person of the state director of vocational education, by whatever official name he may be designated. A supervisor of this new field should be added to the staff of the state vocational education department wherever the amount of funds available for the development of this new program is sufficient for a reasonably comprehensive one.

No one familiar with developments in the field of vocational education since 1917 will question the fact that requirements similar to, but not identical with, those which have been set up for trade and industrial supervisors should be set up for this new field. It will be necessary to start with relatively low requirements and build up to more acceptable ones. Fortunately in the field of distributive occupations there is already an available supply of men and women who can meet any reasonable requirements that may be set for this field.

Graduates of Retailing Schools have been training for just this kind of work that is to be done under this Act. Many of who are employed in merchandising establishments in various parts of the country will be the qualified teachers in those sections.

Minimum Specifications for Vocational Teachers in Distributive Occupations

(1) Practical working experience—perhaps 5 years.
(2) Technical education—at least a year of post-high-school years.
(3) General education—at least two post-high-school years.
(4) Professional education—at least the equivalent of an evening school year totaling 100 hours and two summer sessions totaling 60 hours, or the equivalent of this much professional training

as an initial requirement.

(5) Teaching experience--but not necessarily in schools; that they had in stores or other merchandising establishments will do.

In every city of size there are many people who can meet these specifications. Even a complete college education could be set as the minimal general educational requirement without unduly restricting the supply of available teachers. But such a requirement doubtless would deprive schools of the services of some especially competent teachers, since not a few of those who have been most successful in personnel work have come up from the ranks through the channel of experience, rather than from college training schools.

The larger merchandising establishments--wholesale, retail, and jobbing--have many college graduates on their staffs. This is true to such an extent that the fallacious belief is abroad that only college graduates have any chance to get jobs or advance to higher jobs in stores. This is not true. Because of the depression and its consequent dearth of jobs of all kinds, college graduates turned to stores for employment and were absorbed in wholly disproportionate numbers by stores of all kinds. Even many merchants were deluded into thinking that they could and should seek only college men and women for their jobs. Now the inevitable disillusionment is setting in. Store organizations are top-heavy with highly educated people who are restive because they have not been, and obviously will not soon be, promoted to executive positions suitable to their educational attainments. Once more a good high school graduate is sought for vacancies as they occur.

Chapter VIII

ANTICIPATED USE OF FEDERAL FUNDS UNDER THE GEORGE-DEEN ACT

Federal legislation requires that the Federal office "ascertain annually whether the States are using or are prepared to use the money received by them in accordance with the provisions" of the vocational education acts. To ascertain these facts an inquiry based upon this legislative provision is sent to the State Boards for vocational education at the beginning of each fiscal year.

In 1936 this inquiry was in the form of a request to the States for information relating to the manner in which they proposed to further develop the program of vocational education under the George-Deen Act passed by Congress in 1936 and which became effective July 1, 1937.

The George-Deen Act, which takes the place of the George-Ellzey Act, authorizes an annual appropriation of $12,000,000 for vocational education--$4,000,000 each for training in agriculture, the trades and industries and home economics. In addition it authorizes an annual appropriation of $1,200,000 for vocational training in the distributive occupations,--retailing, wholesaling, and other merchandising operations; $1,000,000 for training teachers of vocational education; $75,000 to provide a minimum allotment of $20,000 to each State and Territory for vocational education; $54,000 to guarantee a minimum of $10,000 to each State and Territory for vocational education in distributive occupations; and $54,000 to guarantee a minimum allotment to each State and Territory for training teachers of vocational education.

The George-Deen Act differs from the George-Ellzey Act in four principal ways: (1) It increases by approximately $9,000,000 the sum appropriated for vocational education in agriculture, the trades and industries, and home economics--and by approximately $1,000,000 the sum appropriated for training teachers in these fields. (2) It requires States and Territories participating in the grants to match only 50 percent of these grants for the first five years in which the Act is operative, this percentage being increased by 10 percent each year thereafter until it reaches 100 percent, beginning July 1, 1946.[1] (3) It appropriates funds to be used in programs providing training for the distributive occupations and (4) it extends the benefits of vocational education to the District of Columbia.

The States are also given the privilege of setting up their own vocational programs most suitable to their needs. This program, of course, must meet the approval of the Federal Board. This Act promotes a much broader scope of vocational training, and perhaps will help in removing the inconsistency reported in some programs from the States.

Some States report very inconsistent programs, while others report very well planned curriculums. The State reports for 1936 show from 9 to 900 schools without vocational programs in agriculture; from 11 to 955 schools without programs of training in home economics; and from 3 to 600 schools without programs of training in the trades and industries. The number of schools specifically requesting vocational programs in agriculture ranges from 6 to 662; in home economics, 6 to 450; and in trades and industries, from 2 to 280. Inadequate programs in

---

1. Statement of Policies for the Administration of Vocational Education, Bulletin No. 1, U. S. Dept. of Interior.

vocational programs in vocational agriculture are reported in a range of from 11 to 212 schools; in home economics, from 11 to 770 schools; and in trades and industries, from 6 to 97 schools. A shortage of vocational teachers and an overload on the teachers in service, as well as the lack of funds, are reported by every State represented in the returns. This will no doubt have to be contended with for at least several more years.

The Specific Purposes For Which George-Deen Act Authorizes Funds

The ten specific purposes for which funds authorized by the George-Deen Act are to be used are as follows:

1. New programs in backward communities, which by reason of the depressed financial conditions of the past several years have been unable to establish vocational programs, and to help finance programs in communities which are in a position to share only a portion of the cost.

2. Strengthening existing programs, which are at present inadequate to meet community needs by reason of the small number of teachers and the resulting overload placed upon each teacher and the resignation of teachers to take positions with emergency and other government agencies paying higher positions.

3. To cover the cost of operation of vocational education programs established by emergency agencies which it is expected will eventually become a part of the permanent established national program of vocational education.

4. Vocational education in the distributive occupations, for which little or no public vocational training has heretofore been provided.

5. Special classes for out-of-school youth who are unemployed without any special training.

6. Apprentice training in various fields of employment in cooperative with State Boards for apprentice training, for which funds have not in the past been available.

7. Extension training for adults in special vocational classes to assist them in keeping pace with new developments in their

occupations in the face of the increasing complexity confronting every field of employment.

8. Retraining for the unemployed, who have either lost out because of changes in processes of operations, or have become unsuitable for employment due to long disuse of their special skills and abilities, or who need training for newly-developing types of employment.

9. Supervision of vocational education programs through the addition of regional district, and local supervisors and itinerant teacher trainers, to increase the efficiency of these programs.

10. Training additional teachers to meet the present inadequate supply of well-trained and qualified vocational instructors.

From the States' reports to the Federal Board there is ample evidence that they are not only in need of additional funds to be used for vocational training but also that they are prepared to apply these funds to strengthen their present programs and to establish new and needed programs for which funds have not been available before the passage of the George-Deen Act.

The additional appropriations to the States for vocational training authorized by the George-Ellzey Act (which the George-Deen Act replaced) for 1935, 1936, and 1937, greatly benefitted the vocational training programs of the States in addition to the expenditures appropriated to them by the conditions and limitations of the Smith-Hughes Act.

Fields of Service to the States

The Federal Acts (chiefly Smith-Hughes and George-Deen Acts) expressly provide for the cooperation of the Federal office with the States in the promotion of vocational education in the fields of agriculture, trades and industries, and in homemaking. There are acts

---

2. Digest of Annual Reports of State Boards for Vocational Education, 1936, pp. 14, 145, U. S. Printing Office, Dept. of Interior.

which promote also vocational rehabilitation of persons disabled in industry or otherwise and provide for their training and return to civil employment but this paper deals specifically with the services and accomplishment of the Smith-Hughes and George-Deen Acts.

The cooperation between the Federal government and the States and local vocational education boards takes to two principal forms of aid (1) the direct service rendered to the States through representatives of the Federal office, and (2) studies, investigations, and reports which will aid the States "in establishment of vocational schools and classes and in giving instruction in agriculture, trades and industries, commercial pursuits and home economics."

These studies were prescribed for under the Smith-Hughes Act, but insufficiency of funds under this act limited programs and funds to only very few vocations.

Among the general services rendered by the Federal Office to the States in the report for 1936 can be found listed: Assistance in perfecting State plans under which vocational programs are conducted; participation in conferences with State directors, supervisors, teacher trainers, local administrator teachers, employers, and employment and placement agencies; preparation and distribution of material to aid the States and local communities in building up their programs; assistance in making surveys and special studies within the States; and cooperation with various Federal, State and education and vocational rehabilitation.

Special Problems of the Board of Vocational Training

Among other problems that the Board of Vocational Training has had to deal with in addition besides the promotion and administration of vocational education are:

1. The relief of unemployment through occupational adjustment training.
2. Training of youth 14, 16, and 18 years of age, barred from employment by law and under policies adopted by employers.
3. Training of apprentices for skilled trades.
4. Adult training.
5. Occupational adjustment training.
6. New fields of training.

Chapter IX

CONDITIONS UNDER WHICH FEDERAL MONEY IS MADE AVAILABLE

The provisions of the organic Smith-Hughes Act and of the supplementary George-Deen Act are permanent, continuing, and similar to one another in most respects. In providing funds, however, there is an outstanding dissimilarity in the acts which is pointed out in order that the States may realize the necessity for continuous recording and reporting of essential information which can be used in preparing budget estimates from year to year. The Smith-Hughes Act actually appropriates Federal funds for vocational education on a permanent, continuing basis while the George-Deen Act merely provides permanent authorization for appropriations for vocational education.

The moneys set aside by Congress for vocational education under the organic act of 1917 were appropriated on a graduated scale until 1926 when the maximum was reached. The maximum for teacher training was reached in the year 1920-21. These maximum amounts became the annual appropriations established by the acts which are continued indefinitely. The Federal money appropriated in this act for the purpose of cooperating with the States either in the payment of salaries or in the preparation of teachers, is provided upon condition that it be matched by an equal amount expended for the same purpose by the State, the local community, or both.

The George-Deen Act authorizes the maximum amounts for the initial year beginning July 1, 1937, and annually thereafter. For a period

of five years the funds granted under the provisions of this act for the purpose of cooperating with the States in the payment of salaries and travel expenses of teachers, supervisors and directors of vocational subjects and for the maintenance of teacher training in distributive occupations are furnished upon condition that the States shall be required to match by State or local funds or both 50 percentum of the appropriations authorized. After June 30, 1942 matching proportions required of the States for these purposes are increased 10 percentum annually until for the fiscal year ending June 30, 1947, and annually thereafter, 100 percentum matching is required as in the organic act. The funds authorized under the George-Deen Act for cooperating with the States in preparing teachers, supervisors, and directors of agricultural trade, and industrial and home economics subjects are conditioned, from the beginning upon the provision that they be matched by an equal amount expended for the same purpose by the State, the local community of both.

Provisions in the vocational education acts for sending allotments to the States also vary. The Smith-Hughes Acts provides that the Federal money to which a State is entitled shall be paid quarterly to the State custodian for vocational education funds. The established procedure of the Federal Government requires that allotments to the states be sent to them at the end of the periods specified in the acts of Congress, unless specific provision is made in the legislation for a different procedure. Recognizing the difficulties encountered by the States because of this delay in receiving Fed-

eral funds for vocational education the Congress provided, in the George-Deen Act, that the funds due the States should be paid to the States in equal semiannual payments on the first day of July and January of each year.

Since the Federal grants, if expended, must be matched in the required proportions by State or local funds, or both, for each of the purposes specified in each act, the total amount of money brought under cooperative supervision of the Office of Education and the State boards for vocational education will be much greater than the amounts of the grants, assuming these grants to be accepted and expended in full. After 1946, the amount expended under these conditions will be at least double that of the grants. It should be borne in mind that the Federal grant and the State moneys matched against the Federal grants are available only for payments of salaries and travel and for the maintenance of teacher training. It is obvious that the expenditures actually devoted to secondary school vocational education under the plan of cooperation between the Office of Education and the State boards will greatly exceed the Federal and State grants for the purpose specified in the acts for the reason that the maintenance of secondary vocational education involves State or local expenditures for buildings and equipment, and for many other purposes not reimbursable in any part from Federal funds. *

---

*The Smith-Hughes Act is the organic act, the basic provisions of which govern the administration of the George-Deen Act, except where specific modifications are incorporated in the latter act. Such modifications are discussed in detail under the policies and questions which concern them.

Legal Requirements of the Smith-Hughes Act

Since the relationship between the States and the Office of Education in the administration of the vocational program provided for under Federal grants is based upon the provisions of the Smith-Hughes Act, the following outline of the legal requirements imposed by the Act is presented for ready reference.

Requirements Upon the States

The state shall:

1. Accept through the legislature, the provisions of the act.

2. Designate or create, through the legislature a State board for vocational education consisting of not less than three members having necessary power to cooperate with the Office of Education in the administration of the provisions of the act.

3. Appoint, through legislative authority, as custodian for appropriations allotted, its State treasurer, who shall receive and provide for the proper custody and disbursements of all money paid to the State from Federal appropriations.

4. Take advantage of at least the minimum amount appropriated for the training of teachers, supervisors, or directors of agricultural subjects. This must be done after June 30, 1920, in order to receive any appropriation for salaries of teachers, supervisors or directors of agricultural subjects.

5. Take advantage of at least the minimum amount appropriated for the training of teachers of trade, home economics and industrial subjects. This must be done after June 30, 1920, in order to receive any

appropriation for salaries of teachers of trade, home economics and industrial subjects.

Requirements Upon the Office of Education

The Office of Education shall:

1. Cooperate with State boards in the administration of the provisions of the act.

2. Make or cause to have made studies, investigations and reports, with particular reference to aiding the States in the establishment of vocational schools and classes and in giving instruction in agriculture, trades and industry, commerce and commercial pursuits, and home economics.

3. Examine plans submitted by State boards and approve such plans if found to be in conformity with the provisions and purposes of the act.

4. Ascertain annually whether the several States are using, or are prepared to use, the money received by them in accordance with the provisions of the act.

5. On or before January 1 of each year, certify to the Secretary of the Treasury each State which has accepted the provisions of the act and complied therewith, together with the amount which each State is entitled to receive under the provisions of the act.

6. Make an annual report to Congress on or before December 1, on the administration of the act, including therein the reports made by the State boards, and the expenditure of the money allotted to each State.

Requirements Upon the Secretary of the Treasury

The Secretary of the Treasury shall pay quarterly to the custodian for vocational education of each State, upon certification by the Office of Education, the moneys to which it is entitled under the provisions of the Act.

Requirements Upon the Custodian for Vocational Education

The custodian for vocational education--the State treasurer--shall, on the requisition of the State board, pay out moneys received as reimbursements for expenditures already incurred to such schools as are approved by said State board and are entitled to receive such moneys under the provisions of the act.

Requirements As to the Expenditure of Appropriations must:

a. Be devoted exclusively to the maintenance of teacher training or to the payment of salaries of teachers, supervisors or directors of agricultural subjects, and of the teachers of trade, home economics and industrial subjects, having the minmum qualifications set by the State board with the approval of the Office of Education.*

b. Be met by equal appropriation from State or local community, or both. For each dollar of Federal money expended for salaries of teachers, supervisors or directors of agricultural subjects, or for the salaries of teachers of trade, home economics and industrial subjects or for the training of teachers of vocational subjects, the

---

*The cost of instruction supplementary to the instruction in subjects provided for by the act, necessary to build a well-rounded course of training, shall be borne by the State and local communities, and no part of the cost thereof shall be borne out of appropriations made by the act. This does not apply to the maintenance of teacher training.

State or local community, or both, shall expend an equal amount for such salaries or training.

c. Be so expended that no more than 60 percent nor less than 20 percent of the money appropriated under the act for training of teachers of vocational subjects to any State for any year shall be used for (1) the preparation of teachers, supervisors, or directors of agricultural subjects, (2) the preparation of teachers, etc., of trade and industrial subjects, (3) the preparation of teachers of home economics subjects.

d. Be so expended that not more than 20 percent of the money appropriated for the payment of salaries of teachers of trade, home economics and trade and industrial subjects for any year shall be used for the salaries of teachers of home economics subjects.

e. Be withheld whenever it shall be determined that such moneys are not being expended for the purposes and under the conditions of the act.*

f. Be decreased whenever any portion of the fund annually allotted to any State shall not have been expended for the purpose provided for in the act. This decrease shall be equal to such unexpended portion.

g. Be replaced to the amount that any portion of the moneys received by the custodian for vocational education of any State under the act, for any given purpose named in the act, shall, by any action or contingency, be diminished or lost, and until so replaced not subsequent

---

*If an allotment is withheld from any State, the State board may appeal to Congress, and if Congress shall not direct such sum to be paid it shall be covered into the Treasury.

appropriation for such education shall be paid to the State.

h. Not be applied, directly or indirectly to the purchase, erection, preservation or repair of any building or buildings or equipment, or for the purchase or rental of lands, or for the support of any religious or privately owned or conducted school or college.

Requirements Upon the State Boards for Vocational Education

1. The State boards for vocational education designated or created as above required shall as a general prerequisite:

a. Prepare plans showing:

1. The kinds of vocational education for which it is proposed that the appropriation shall be used.

2. The kinds of schools and equipment.

3. The type of courses of study.

4. The methods of instruction.

5. The qualifications of teachers.

b. Submit such plans to the Office of Education for approval.

c. Make an annual report to the Office of Education on or before September first of each year on the work done in the State and the receipts and expenditures of money under the provisions of the act.

2. In order to secure the benefits of the fund for salaries of teachers, supervisors, or directors of agricultural subjects the State boards shall stipulate in the general plan:

a. Qualifications of supervisors and directors.

b. Plans for the training of teachers.

c. Plans for the supervision of agricultural education.

d. That education shall be that which is under public supervision or control.

e. That the controlling purpose of the education is to fit for useful employment.

f. That the education shall be less than college grade.

g. That education is designed to meet the needs of persons over 14 years of age, who have entered upon or are preparing to enter upon the work of the farm or of the farm home.

h. That the State or local community, or both, shall provide the necessary plant and equipment determined upon by the State board, with the approval of the Office of Education, as the minimum requirement for such education in the State.

i. That the amount expended for the maintenance of such education in any school or class receiving the benefit of Federal appropriation shall be not less annually than the amount fixed by the State board, with approval of the Office of Education, as the minimum for such schools or classes in the State.

j. That such schools shall provide for directed or supervised practice in agriculture, either on a farm provided for by the school or other farm, for at least six months per year.

k. That the teachers, supervisors, or directors of agricultural subjects shall have at least the minimum qualifications determined for the State by the State board, with the approval

of the Office of Education.

3. In order to secure the benefits of the fund for salaries of teachers of trade, home economics and industrial subjects, the State boards shall stipulate in the general plan:

a. That education will be given in schools or classes under public supervision or control.

b. That the controlling purpose of the education shall be to fit for useful employment.

c. That the education shall be of less than college grade.

d. That the education shall be designed to meet the needs of persons over 14 years of age who are preparing for a trade or industrial pursuit or who have entered upon the work of a trade or industrial pursuit.

e. That the State or local community, or both, shall provide the necessary plant and equipment determined upon by the State board, with the approval of the Office of Education, as the minimum requirement in such State for education for any given trade or industrial pursuit.

f. That the total amount expended for the maintenance of such education in any school or class receiving the benefit of such appropriation shall be not less annually than the amount fixed by the State board, with the approval of the Office of Education, as the minimum for such schools or classes in the State.

g. That schools or classes giving instruction to persons who

have not entered upon employment shall require that at least one-half of the time of such instruction be given to practical work on a useful or productive basis, such instruction to extend over not less than nine months per year and not less than 30 hours per week.

h. That at least one-third of the sum appropriated to any State for salaries shall be applied to part-time schools or classes for workers over 14 years of age who have entered upon employment, and such subjects in a part-time school or class may mean any subject given to enlarge the civic or vocational intelligence of such workers over 14 and less than 18 years of age.*

i. That part-time schools or classes shall provide for not less than 144 hours of classroom instruction per year.

j. That evening industrial schools shall fix the age of 16 years as a minimum entrance requirement and shall confine instruction to that which is supplemental to the daily employment.

k. That the teachers of any trade or industrial subject in any State shall have at least the minimum qualifications for teachers of such subject determined upon for such State by the State board, with the approval of the Office of Education.

---

*Part-time schools or classes may be operated for persons over 14 years of age, without upper age limit, provided that the instruction given is designed for and suitable to enlarge the civic or vocational intelligence of workers over 14 and less than 18 years of age.

4. In order to secure the benefits of the vocational funds for education in home economics the State boards shall specify in the general plan: In sections set up for the use of Smith-Hughes funds:

a. That education will be given in schools or classes under public supervision or control.

b. That the controlling purpose of the education shall be to fit for useful employment.

c. That the education shall be of less than college grade.

d. That the education shall be designed to meet the homemaking needs of persons over 14 years of age.

e. That the State or local community, or both, shall provide the necessary plant and equipment determined upon by the State board, with the approval of the Office of Education as the minimum requirement in such State for education for any given home economics pursuit.

f. That the total amount expended for the maintenance of such education in any school or class receiving the benefit of such appropriation shall not be less annually than the amount fixed by the State board, with the approval of the Office of Education as the minimum requirement in such schools or classes in the State.

g. That schools or classes giving instruction to persons enrolled in the day school shall require that at least one-half of the time of such instruction be given to practical work on a useful basis, such instruction to extend over not

less than nine months per year and not less than 30 hours per week.

h. That part-time schools or classes shall provide for not less than 144 hours of classroom instruction per year.

i. That home economics evening schools shall fix the age of 16 years as a minimum entrance requirement and shall confine instruction to that which is supplemental to homemaking.

j. That the teachers of any home economics subject in any State shall have at least the minimum qualifications for teachers of such subject determined upon for such State by the State board, with the approval of the Office of Education.

5. In order to secure the benefits of the fund for the training of teachers, the State boards shall stipulate in the general plan:

a. That training shall be carried on under the supervision of the State board.

b. That training will be given in schools or classes under public supervision or control.

c. That training will be given only to persons who have had adequate vocational experience of contact in the line of work for which they are preparing themselves as teachers, supervisors, or directors or who are acquiring such experience or contact as a part of their training.

d. That the State board, with the approval of the Office of Education shall establish minimum requirements for such

experience or contact for teachers, supervisors, or directors of agricultural subjects and for teachers of trade, industrial, and home economics subjects.

Chapter X

THE NEED AND AFFECT OF VOCATIONAL TRAINING UPON THE ECONOMIC AND VOCATIONAL ADJUSTMENT

Reports from the States for the fiscal year 1933-34, the latest for which studies have been compiled, reveal that the number of high schools offering instruction in technical commercial subjects has increased greatly during the past six years. There has been a 50 per cent increase in the number of schools offering typing, a 40 per cent increase in the number offering shorthand, a 29 per cent increase in the number offering bookkeeping, and a 56 per cent increase in the number offering office practice. Almost half of the high schools reporting to the Office of Education were offering instruction in typewriting; two fifths in bookkeeping; one-third in shorthand; and one-tenth in office practice. Most of the schools offering these technical commercial subjects for the first time were the small high schools. In one predominately agricultural State more than a half of the high schools with enrollments of less than 200 pupils were offering one or more technical commercial subjects.

During the six-year period 1928 to 1934, the pupil enrollment in the schools reporting to the Office of Education increased 67 percent. The total enrollment in these schools in 1934 was [illegible],[illegible],905.[1] During the same period the enrollment in technical commercial subjects in-

---

1. Digest of Annual Reports, U. S. Printing Office, June 30, 1936, p. 59.

creased materially.

Enrollments in typewriting courses increased 70 per cent; shorthand 59 per cent; bookkeeping 40 per cent; and office practice, 77 per cent. In 1934 about one in each seven high school pupils reported as registered in typewriting; one in each fourteen, in shorthand; one in each twelve, in bookkeeping; one in each seventy-five, in office practice.[2] Although the reports indicate that a slight decrease has been taking place in the relative enrollment in clerical commercial subjects, the decline was not great enough to displace commercial enrollments from first place among the practical subjects taught in the secondary schools; for the total enrollment in technical commercial subjects is still several times that in all other practical subjects combined.

The reports from the States indicate that there has been a decrease in the number of schools offering related commercial subjects necessary to develop a background of general business information. The most noticeable decrease occurred in the number of schools teaching commercial arithmetic and commercial geography. While there was a slight decrease in the number of schools offering commercial law, an increased enrollment in that subject was reported. Off-setting in part the loss in general education values from these decreases was the gain from the great increase in the teaching of business information under many different names. This is a fundamental course and is

---

2. Digest of Annual Reports, U. S. Printing Office, June 30, 1936, p. 59.

of maximum value to the student in making economic adjustments and preparing for the consumer business relationships in all occupations. It is the latest and most valuable contribution to both general and commercial education. Because of a growing understanding of its adjustment values, it will probably be offered ultimately in every high school as a required subject for all commercial pupils, and as an elective for all others.

Apparently according to the reports the proportion of high school trained stenographers who are employed in stenographic work after leaving school has declined to such a degree that in most cities comparatively few can find employment in stenographic work within a year after leaving school. The supply of stenographers with more general education, higher general and social intelligence, and greater maturity than the average high school trained stenographer is now so great, due to the large numbers trained in high standard private business schools, in junior colleges, and in collegiate secretarial schools, that only the exceptionally capable or fortunate high school trained stenographer can find employment in the stenographic field. The decreasing vocational value of high school in bookkeeping and shorthand, indicates that offerings and enrollment in these technical commercial subjects should be restricted, and replaced by subjects that will be more beneficial to the lives of the students. It is evident that distributive occupations is the logical substitution for the displaced subjects, since salesmanship alone absorbs from 100,000 to 150,000 people of

high school age each year.[3]

A reorganization of the instruction in technical clerical subjects is actively under way in the schools of a number of large cities. In Los Angeles Salesmanship was introduced into its schools in 1921. Since then it has developed from a one-year course in three high schools to a complete Salesmanship program in twenty-two senior high schools with twenty-nine teachers now teaching subjects in this curriculum.[4]

Statistics are not complete concerning the number of secondary schools in the United States offering courses in Salesmanship and the numbers enrolled in such courses. Figures from the Digest of Annual Reports of the State Boards for Vocational Education for 1936 give the total enrollment in schools offering instruction in Salesmanship at 28,000. Lyon[5] found in a study of 136 cities made in 1919 that only 29 percent offered a course in that subject. In a study of 410 cities made by Tonne[6] in 1930, it was found that 57 percent were offering courses in Salesmanship. These figures correspond with the United States Office of Education figures. From these reports it is evident that in a decade the percentage of schools offering Salesmanship has doubled. A study of the "Occupations and Age Statistics" for the

---

3. Digest of Annual Reports, U. S. Printing Office, June 30, 1936, p. 61.

4. Salesmanship and Advertising Teachers of the Los Angeles City Schools, Journal of Business Education, Oct. 1937, p. 34, (Trethaway Publishing Co., Stroudsburg, Pa.)

5. Leverett S. Lyon, Education for Business, Chicago, The University of Chicago Press, 1922, p. 409.

6. H. A. and M. H. Tonne, Social-Business Education in the Secondary Schools, New York University Press, New York, N. Y., 1932, p. 76.

state of Pennsylvania shows that the number of people employed in selling occupations has increased noticeably in each succeeding decade. It also shows that an increasing percentage of youth under twenty years of age are being employed in selling occupations of one kind or another. This is true of nearly every state in the United States. In nearly every survey recently made, it has been found that there is a great need for "distributive occupations."

Salesmanship is a course that can be adapted to the needs of any community very easily. Since Salesmanship is used just as much in one community as it is in another, and the same fundamental principles underlie all selling--whether it is retail or wholesale, agricultural or urban--one can readily see how easily the class in Salesmanship can place the emphasis of the course on the particular needs of the community.

With numerous studies showing that the cost of marketing of products takes approximately 50 percent or more of the final retail price, the course in Salesmanship should not only cover selling but our entire distributive system. A course in Salesmanship will build up many skills and increase information which will aid the average person to buy with more intelligence and discrimination. Salesmanship will train the youth to be an intelligent consumer. It is very important that attention is diverted to efficiency in distribution rather than to production.

There is a need for better trained salesmen--not salesmen who make the consumer easier prey, but the salesman who sees the actual needs of the customer. The salesman needed today is the one who can intelligently and unselfishly advise and counsel his customer, one whose ethics are still much higher than the presently increasing high standards.

Secretarial and accounting courses are being offered in junior colleges, in vocational commercial schools but in most cases are open to high school graduates only, and the same holds true in short courses maintained in the regular high schools.

There is a tendency even in the public schools to limit vocational instruction for secretarial and elementary accounting work to youth who have graduated from the high school and proved their aptitudes for these occupations. The purpose of this limitation is to restrict graduation from the shorthand and accounting courses to the number who can reasonably expect to find employment as beginners in the community.

When the high schools in large cities--in which opportunities for office employments are greatest--restricted enrollment in courses which prepare for shorthand and bookkeeping occupations, because the number of graduates greatly exceeds the demand for their services then it is certain that graduates of shorthand and bookkeeping courses in rural and small town high schools would seem to have little chance of finding employment in these occupations. As a result, consequently, the tendency on the part of the rural and small town high schools to offer courses in technical clerical subjects tends to increase the number of those who are occupationally maladjusted and results in a waste of vocational education funds.

Training for Distributive Occupations

Reports from public high schools indicate that greater attention than ever before is being given to instruction in Salesmanship. The number of schools offering instruction in Salesmanship and the number of pupils enrolled in this subject is increasing. The total enrollment

in schools offering instruction in Salesmanship--28,000 is comparatively small when it is considered that 100,000 to 150,000 persons of high school age are absorbed each year into sales occupations.[7] The comparison is the more striking, also, when it is understood that the number pursuing salesmanship of an actual vocational value in 1933 was less than 10,000. The high school retail selling classes, therefore, are making a comparatively small contribution in preparing boys and girls for distributive occupations as yet.

Between 1870 and 1930 the number of these clerical workers increased 1609 percent a far greater increase than that of any other type of workers.[8] Although such an increase cannot be anticipated for the future, yet it is evident that this type of work will continue to absorb a large number of workers.

As the public rise in interest in vocational courses is increasing so is the interest in high school courses of a practical vocational type growing. In several of the large cities, courses have been organized for youth employed in particular kinds of stores. In New York City, a separate high school is to be established to provide training for the food trades. In this school special programs will be set up for training for work in grocery, retail, meat, bakery, fish, delicatessen, fruit and vegetable stores and in bakeries. In Philadelphia plans have been

---

7. Digest of Annual Reports, U. S. Printing Office, June 30, 1936, p. 61.

8. E. G. Williamson, Guidance and Business Education, The Business Education World, October 1937, p. 86, Vol. XVIII, No. 2, (New York)

completed for installing in two new vocational school buildings, retail grocery and meat store equipment to be used in training boys for the distributive trades. A class in retail meat store practice has been formed in Chicago, and a class for grocers was organized in Los Angeles.

Federal funds authorized under the George-Deen Act, passed by Congress in 1936, will enable State boards for vocational education to provide more adequate training than has ever before been possible for those engaged in retailing and other distributive occupations.

The provisions of the George-Deen Act are taken up in detail in the chapter entitled the "Historical Development of the George-Deen Act."

The George-Deen Act authorized an appropriation of $1,200,000 for training in evening and part-time classes of workers employed in distributive occupations and provides for the training of teachers of such classes. However, as in the infancy years of the Smith-Hughes Act, the greatest difficulty involved in finding competent trained teachers for these classes may prevent a rapid expansion of the program in some distributive trades during the first two or three years in which the Act is operative.

Chapter XI

THE IMPORTANT ROLE PLAYED BY COMMERCIAL SUBJECTS MUST BE REPLACED BY DISTRIBUTIVE OCCUPATIONS

An attempt will be made in this chapter to show that the changing demands emphasize the need of a changing curriculum. The latest report obtainable from the States was for the fiscal year 1933-34. This chapter will emphasize the changing of curriculum, the enrollment and data obtainable for the six year period 1928-34, the latest period for which studies have been compiled.

There is an increasing trend toward specialization in almost every field of endeavor. The vocational training offered in whatever occupations it may be should be "vital in its application to better living." That is this training should be of practical value.

Vocational training, as well as business and other training must keep up with the social and economic changes. Perhaps, never before has there been a greater need for understanding on the part of educators of the business institutions, their functions and their influence on the social and economic structure.

Business is composed largely of distributive occupations. Yet this is the neglected field in the educational institutions. "Keep abreast with the times." This means education as well. Prepare for fields that have possibilities. Since more than 64 percent of the employed people are engaged in some field of distribution it would be logical that that is a field of opportunity. Statistics show that each year

the selling field absorbs from 100,000 to 150,000 persons of high school age which is several times the present enrollment in salesmanship in the nations's schools. It is the informed salesman that is a wise buyer. Therefore, consumers'training is taught by teaching selling. The emphasis has too long been on production. The changes brought about by the growth of business since the World War have greatly increased the need for consumer education. It takes a well-informed consumer to distinguish a good article from the scientifically manufactured cheaper product, as in the case of rayon and silk. Vocational and business training must be directed toward the future needs of the people.

The need for further development of vocational education has been recognized periodically by the Congress is evidenced by the passage from time to time of acts supplementary to the organic act of 1917.

Unemployment itself is concrete evidence that the economic security of the worker has not been adequately safeguarded. This realization on the part of the government that unemployment was due to the economic maladjustment and that WPA was not the answer led to the passage of supplementary acts.

Business today is highly specialized and greater efficiency is required than ever before. To meet the increasing demands of modern business conditions, mechanical office appliances are in general use for doing all kinds of detail routine.

Occupational Adjustment Training

Perhaps the most important phase of occupational adjustment training is that of providing for employed workers instruction necessary to keep them up to date in their vocations. For example, trade extension courses in air conditioning and welding are necessary for plumbers,

sheet metal workers, and steamfitters. Courses in the operation and maintenance of Diesel engines are needed by marine engineers and employees of many railroads and State road commissions, and advanced instruction in the most up-to-date developments in radio, by radio servicemen. Similarly, workers in the fields of automotive maintenance and service work, mechanical refrigeration, need supplementary instruction in fields related to their occupations.

Modern youth seeks assistance in selecting training for those jobs that offer an opportunity and advancement. Therefore the principal function of the secondary school must be the task of helping each pupil to find a better place in this world to use his energy and talent with profit to society and himself.

Since over 64 percent of our gainfully employed population is engaged in some form of distributive occupation it would only seem good logic that business training in schools, both public and private, should emphasize the advantages of salesmanship or some other branch of distributive training.

Possibilities in Salesmanship

The following statements were taken from Store Salesmanship by Brisco, Griffith, and Robinson: "Certain success, both social and financial, is more likely to come to those boys and girls who choose their vocation early in life and specialize. Specialized education is a sound investment. Not only does it make it easier to secure a job, but there are decided possibilities for immediate financial advantages. A recent study showed that students trained in some specialization received a 50 percent higher average increase in salaries during their first six months' employment than employees without this specialization".[1]

Cooperative sales work is applicable to the large city as well as to the small town. There are about 2,000 students taking salesmanship instruction in Boston public day high schools. In 1929, 91 percent of the students in the cooperative course continued as regular employees in the stores where they were trained. In 1933, 76 percent were retrained as full-time employees by the stores in which they were trained.[2]

Today high-class salesmanship is just as much in demand as high-powered salesmanship was ten years ago. The retail field holds large opportunities for capable persons.

A course in salesmanship should meet three distinctive needs: (1) It should give students a conception of the importance of developing the right sort of personal traits; (2) it should provide definite vocational training in the various aspects of the business of selling; and (3) it should take into account the point of view of the purchasing agent and of the ultimate consumer of goods and services.

The ability to get along easily, happily, and cheerfully with other people is, in many respects, the most important quality that students need to develop. Without that ability, they will be seriously handicapped in finding a market for any special skills they may have acquired.

A course in salesmanship, therefore, has definite value to all students, whether or not they are looking forward to earning their livelihood in some aspect of selling work. It should emphasize the broad scope of salesmanship, and show the student the relation of the quali-

---

2. Louis J. Fish and Edward J. Rowse, "The Successful Operation of a Cooperative Sales Training Program in Boston, Massachusetts" The Balance Sheet (Cincinnati: South Western Publishing Co. Dec. 1934), pp. 148.

ties which distinguish good selling to every aspect of life. It should stress the ethics that underlie the policies of forward-looking merchandisers and manufacturers.

In the Status of Training in Selling Don T. Deal, Head of Commercial Department in New Jersey says:

"Only a little more than one-sixth of the public high schools in New Jersey teach any marketing subjects. Of these subjects, salesmanship is considered most important by those who are charged with the construction of commercial curricula in these schools. Advertising is considered next most important and is taught in less than one-fourth as many schools as salesmanship."

A few years ago Professor R. G. Walters, by means of questionnaires sent to high schools in cities of 50,000 population or more, learned that one-third of the schools are offering a selling curriculum, while three-fourths of them are offering subjects in the marketing field. Included in the selling curriculum are salesmanship required in 26 schools, commercial law in 19, bookkeeping in 18, business arithmetic and business English in 17, advertising and typewriting in 16, commercial geography in 14, economics in 13, general business training in 11, and 6 schools require shorthand in their marketing curriculum.[3]

---

3. R. G. Walters (now director of te cher training, Cove City) pp. 29 Monograph 27

Chapter XII

DISTRIBUTION VERSUS PRODUCTION

It is true that the passage of the Smith-Hughes Act relieved conditions but in two decades over-production in these fields has been brought about and we are looking for another outlet. Since such a large percentage of our working population is engaged in salesmanship, it would seem that distributive occupations is the answer.

Just as the schools have proved their ability to train for office work, so can they also train young people for work in the distributive occupations, where the opportunities are infinitely greater. A study of the 15th Census of the United States and of the reports of the Brookings Institution shows that in this day and age only 9.4 percent of all the workers in business in the United States are "Stenographic," and 10.2 percent are engaged in "Bookkeeping". But 48.6 percent are engaged in "Sales", and 15.4 percent more in "Management-Selling"; that is to say, 64 percent of all the workers in business are engaged in distributive occupations.

The census figures clearly indicate that there are far better opportunities for employment in some form of selling for the person who has just graduated from high school than in either shorthand or bookkeeping, or for that matter in general clerical work. What has retarded the teaching of salesmanship in our schools? Probably the most important reason is the inadequate preparation of the teacher.

The increased enrollment and increased requirement for trained commercial workers came during the period of our history when business was expanding. Just when the demand was greatest for commercial workers.

In the last few years the supply has caught up with the demand for this type of workers. This made it possible for employers to demand better-trained workers. It also presents the problem "of what to do with those workers who are trained in excess of the demand". It is possible that training for distributive occupations is the answer. At present it appears that there is a shortage of trained workers in the salesmanship field.

The following facts given by a man who is in constant touch with the retail trade will perhaps serve as an actual illustration of the need for more capable salesmen in independent stores. Out of the 200 lost sales in one store, indifference of the salespeople caused 50; other errors listed; errors caused 18 lost sales out of 200; insolence of employees lost 14 sales; being snippy with the customer, not handling the customer in the right way, unnecessary trouble in service, not being able to find merchandise, keeping customers waiting, and bad arrangement of stock lost 97 sales. Ignorance of the merchandise lost 20 sales. One hundred and ninety-nine sales were lost due to inefficiency of sales people, and one was lost due to the fact that the merchandise was not up to the customer's expectation.[1]

Marketing before the coming of the Machine Age was a comparatively simple process; until the industrial age, human needs were few and simple.

The law of supply and demand, in simple form, fairly well controlled

~~the activities of the re~~

1. Bowser, Harry M., Employment Opportunities in Specialty Shops, Retailing and Marketing Occupations in the Secondary School, Monograph 27, p. 25, New York University, N. Y.

the activities of the retailer and the consumer. The retailer went out to his market and bought the things that were there, the things that the local farmers and the local factories offered him. He made his choice from the limited supplies that were shown him, safe in the knowledge that his customers would have to do the same thing--select from the merchandise that he offered them. Each in turn had to select from what he found in his market and had to like it.

Fundamental Changes

Two fundamental changes have occurred. In the first place, it is no longer the function of the seller to supply what he thinks best, nor of the consumer to accept what is offered. Instead it is the function of the consumer to make demands and of the manufacturer to fill the want.

Secondly, the law of supply and demand has been interfered with. This interference being the effect of the numerous regulations of today which limit or control output, artificially control prices and wages, limit working hours, and limit the amount of machinery that may be added. The NRA, and other government agencies have also contributed their share of interference with the law of supply and demand.

Therefore, marketing or buying for distribution today is no longer the simple thing it formerly was--the main equipment for which was native shrewdness and ability to haggle and bargain--is now called a knowledge of consumer demand. Retailing has earned the recognition the universities have given it--it is considered a learned profession.

The basis of successful retailing today is the perception in advance of consumer demand. The buyer must be taught to sense not only what the consumer wants, but what he would want if he could get it at the price he could afford to pay, and the buyer must work with the manufacturer to produce it.

Here again is an old law which good business has repealed--caveat emptor (let the buyer beware). Instead good business has replaced this law with "every customer a satisfied one". The retailer stands behind his merchandise. The consumer training will teach the buyer to deal with resources upon which he can rely to treat him fairly. The wisdom of a course in business ethics should be an important part of the training for a buyer's career.

Conditions prevailing prior to the twentieth century may have been largely responsible for the present lack of balance in the field of market distribution. In our growing country, demand had been virtually always ahead of supply. The eternal problem seemed to be how to produce more and more at lower costs. As a result, the problems of production were given scientific consideration while those of marketing were all but ignored.

As production methods were made more scientific and as transportation facilities improved, competition increased among producers and distributors of similar goods. Selling then became a real problem. Its rise can be most distinctly traced since the World War. Faced with the competition arising from over-lapping territories and an excess of supply over demand, producers were forced to build up their selling organizations and to improve their sales methods. It was this movement that started the haphazard development of product branding and in elaborate and probably excessive sales and advertising programs. This gave sudden rise to the Salesmanship, retailing and advertising fields.

At the present time marketing looks as one of our most important economic activities. The field of retailing is one of extreme importance. It is estimated from the view point of costs, that approximately one-half of what the consumer pays for the average commodity goes to cover that expense of distribution. The total cost of marketing goods in the United States in 1929, may be estimated from the census data as approximately forty billions of dollars. This is to be compared with a total estimated cost of production of approximately thirty-six billions. This question of the increasing cost of commodity distribution is raising a real economic problem and one that is challenging the best-trained minds of our country.

Distribution has not made advances during recent years comparable to those accredited to production. Economic understanding can aid the pupils to see the desirability of cooperative efforts to improve marketing efficiency.

Trends in Marketing Occupations

Probably the fundamental trends in marketing that are at present influencing occupational opportunities are: First, the growing realization that the problems involved in the distribution of merchandise are among the most important that our country faces. The scientific approach, which has long existed in the field of production, is being applied to

the field of marketing. It is realized that it is necessary to base marketing activities upon facts about supply and demand, upon facts regarding competition, and upon facts concerning the operation of marketing institutions. The new attention to marketing is evidenced in the growing consideration that producers are giving to market research, in the growing interest in marketing being manifested by schools and colleges of commerce, by bureaus of business research, by advertising and research agencies, and by the United States Government. The recent census of distribution and the census of American business are important witnesses of this new interest.

This fundamental trend has resulted in two significant developments.

1. To eliminate the risk of haphazard distribution, those who are hired for marketing jobs are being selected with great care. This fact emphasizes the importance of and the need for better training and preparation.
2. Due to the growing importance and complexity of the processes of distribution, an increasing proportion of the total working population is being employed in marketing activities. Since, 1900, the relative proportion of people engaged in marketing jobs has increased 25 percent as compared to a decrease of 12 percent in the field of production.

Some interesting facts regarding the activities entered into by high school graduates of 1933 as compared to graduates of 1929 were shown in a study of the occupations of Denver high school graduates, the results of which were published in the September, 1934, issue of

the Monthly Labor Review.[2] A summary of this study shows:

1. That a smaller percentage of high school graduates are entering college. The percentage of male graduates entering college decreased from 56 percent in 1929 to 35 percent in 1933. Among female graduates, the decrease was from 44 percent in 1929 to 25 percent in 1933.
2. A larger proportion of the graduates are taking short business courses after graduation. (This may be evidence of the graduate's realization of his need for technical training under present employment conditions.)
3. Although the percentage of unemployed almost tripled, there was an increase of over 16 percent in the number of graduates who went into marketing jobs.

This investigation, although inconclusive, shows that a larger proportion of high school graduates are seeking and finding jobs in the field of marketing, and that many perhaps are being forced to add to their business training because of a lack of the proper courses in their high school curricula.

A second major trend in marketing occupations is the growing proportion of women being engaged in marketing activities. Although the present period of depression may have tended to slow down this development, the trend exists and has been in operation for many years. We are all aware of the fact that during the past generation, the pro-

---

2. Monthly Labor Review (Washington, D. C. : Superintendent of Documents, U. S. Printing Office).

portion of women employed in industry has increased tremendously.

A third major development affecting marketing and marketing occupations is the trend of consumer education. A better-informed buyer is demanding more intelligent marketing methods. As a result, producers and distributors are being forced into an active interest in consumer studies. Marketing, salesmanship, and merchandising are being given consideration in the high school curricula today.

There is an urgent need for young men and young women trained in the methods and techniques of merchandise distribution.

Chapter XIII

HISTORICAL DEVELOPMENT OF THE GEORGE-DEEN ACT

There has been much controversy as to what vocational occupations come under the George-Deen Act. Just what occupations can be classed as "distributive occupations?"

This chapter summarizes the historical development and defines "distributive occupations" as interpreted by the United States Office of Education. This review summary was made as interpreted from a report obtained from Earl S. Barnhart of the United States Office of Education.

The George-Deen Act authorizes an annual appropriation of $12,000,000 for vocational education. The George-Deen Act authorizes appropriations for allotment to the States for agricultural education on the basis of farm population, for trade and industrial education on the basis of nonfarm population, and for distributive occupations on the basis of the total population. The allotment of funds received by any State shall not be less than a minimum of $20,000 for any fiscal year, 50 percent of which shall be matched by State or local funds or both. For the development of distributive occupations,--retailing,, wholesaling, advertising and other merchandising $1,200,000 was to be used. For the distributive occupations a minimum of $10,000 was to be guaranteed to each State and Territory. This is the first time that Federal aid has been available for providing vocational education for the large and rapidly increasing group of distributive workers in this country.

This legislation was largely the outcome of the research and pro-

national activities in distributive education which had been conducted by the Federal Board for Vocational Education Service. The Federal Board in cooperation with the National Association of Retail Grocers made a study of the possibilities for an effective educational program for retail grocery store managers. The recommended program was presented to the Association by the Federal Board in June, 1925, and the first demonstration conference was held in Des Moines that same year. During that first year, 36 conference groups/ of retail grocers were organized in 23 States with a total of 580 grocers.

In 1927 a program of vocational education was outlined for the National Association of Retail Meat Dealers and a bulletin was published containing conference topics on the pricing and buying of fresh meats.

While no data is available on the extent to which States organized classes for these groups of distributive workers, it is known that a large number of States cooperated with the local organizations of grocers and meat dealers in the maintenance of classes for retail store owners. In several States, classes for training conference leaders for service in these classes were operated, particularly in the State of Ohio.

In 1932 the State of Wisconsin began an experimental program in Racine to see what could be done in developing a city program of con-

ferences for distributive workers. This experiment was so successful that in 1932-33 the experiment was extended on an itinerant instructor basis to 5 communities in the northeastern part of the State. In 1933-34 this program was extended to other cities. Since then, the State of Wisconsin, using State funds alone, has developed a State program with itinerant instructors reaching in the past fiscal year to 18 small Wisconsin cities and towns.

The value of vocational education to workers in a wide number of distributive occupations had been demonstrated by these early experiments, so when the George-Deen bill was drafted, there was enough support for vocational education for this group of workers to result in the passage of the Federal legislation necessary for starting a nation-wide program of education in distributive occupational subjects.

The economic and social significance of vocational education in distributive occupations is important enough to justify some comment. Vocational education for agriculture, and trades and industries is primarily intended to help workers in the major fields of production in this country. Vocational education for homemakers is primarily education for consumers since the homemakers spend approximately 85 percent of all the money entering into retail trade. Hence, under the provisions of the Smith-Hughes Act and related acts of Congress, Federal aid for vocational education was provided for producers and for consumers, but not for the large number of workers who bridged the gap between the producers and the consumers. Hence, the new legislation now covers

all of the major occupational groups in the economic cycle from producers to consumers and marks another step in the evolution of a democratic system of vocational education wherein all workers are given equal opportunities to learn how to render more economic satisfactory service for the benefit of both the workers themselves and consumers in the community.

During the past five decades the number of workers employed in distributive occupations have increased more rapidly than any other group of workers in this country. The increasing employment in distributive occupations has resulted in a very large increase in the employment of young workers in stores and other distributive organizations. The table on the following page shows the increase from 1920 to 1930.

Number Employed

Age Groups		1930	1920		Per Cent Change 1930-1920
14-17	Male	145,613	177,890	18%	decrease
	Female	49,653	77,813	36%	decrease
	Both	195,266	255,703	24%	decrease
18-19	Male	164,988	103,089	60%	increase
	Female	83, 863	72,241	16%	increase
	Both	248,851	175,330	42%	increase
20-24	Male	496,891	337, 123	47%	increase
	Female	177,939	149,741	19%	increase
	Both	674,830	486,864	39%	increase

Apparently an ever-increasing number of youth, upon leaving school, are employed in distributive occupations. High school and other secondary school curriculums have not been developed to give adequate training for beginning store service and other initial distributive occupations. Thus, while a minimum of 150,000 youth aged 18-19 each year are now finding their first employment in distributive businesses, and an additional 130,000 workers at ages between 20 and 24 annually enter the distributive fields, the enrollment in high school retail selling courses is making but a very small contribution towards helping these youth prepare for the employment they most likely will follow. In the school year 1933-34 only 448 high schools reported courses in salesmanship in which 2[illegible],212

students were enrolled. Even if all the students enrolled in these classes on leaving school were employed in stores or other distributive work, they would constitute but a very small part of the number of youth of high school age who each year start a life career in some kind of selling or store work. Very little, if any, of the instruction in high school salesmanship classes is vocationally serviceable. In 1933-34 some 102 high schools in this country reported the enrollment of 9,502 students in cooperative retail selling classes giving somewhat vocationally effective preparation for beginning store work. Evidently, more extensive and vocationally effective preparation for distributive occupations is one of the outstanding needs of youth enrolled in our secondary schools today.

The following is a list of the most generally recognized distributive occupations:

1. Managers and operators of all kinds of stores, shops, and other businesses:
   a. Retail stores of every kind: grocery, meat, furniture, apparel, hardware, drugs, dry goods, merchandise, etc.
   b. Wholesale stores
   c. Jobbing and commission houses
   d. Cooperative organizations: retail, wholesale, agricultural
   e. Commercial service businesses
   f. Personal service businesses: laundries, dry cleaners, garages, beauty parlors, etc.

g. Independent artisan shops: repair, handicraft, printing, milliners, jewelers, etc.

h. Contractors dealing with consumers: electrical, plumbing, building, etc.

i. Small factories selling direct to consumers

j. Hotel, restaurant, recreation, and amusement businesses

2. Managing agents: branch managers and other local representatives of all kinds

3. Apprentices and learners in training for managerial positions in stores

4. Department heads, supervisors, and foremen in stores:

a. Commodity departments: buyers for dresses, men's suits, meat, cigars, etc.

b. Service departments: delivery, marking, alteration, restaurant, etc.

c. Personnel and training department.

5. Purchasing agents and general buyers of all kinds for:

a. Retail and wholesale stores

b. Cooperative organizations

c. Industrial, commercial, and personal service organizations of all kinds

d. Agricultural products

6. Salesmanagers in all kinds of businesses

7. Salespeople: sales agents, canvassers, solicitors, demonstrators in:
   a. Retail stores of all kinds
   b. Wholesale, commission, jobbing organizations
   c. Industrial organizations: industrial salesmen, specialty salesmen, etc.
   d. Commercial services: canvassers, solicitors, realtors, life underwriters, etc.
   e. Transportation, communication, and other public service organizations
   f. Personal service businesses: laundries, cleaners garages, etc.
   g. Hotel, restaurant, amusement, and recreation businesses
   h. Farmers' markets
8. Store service workers in contact with customers: cashiers, adjusters, collectors, etc.
9. Deliverymen of all kinds:
   1. Delivery salesmen: milk, ice, laundry, etc.
   2. Retail and wholesale deliverymen
10. Messengers, bundle, and cash girls and boys in stores
11. Miscellaneous: auctioneers, newspaper vendors, waiters, steward organization housekeepers

Although the George-Deen Act became effective only recently on July 1, 1937, nearly all the States in the Union have taken advantage of the Federal aid which is appropriated under specified conditions. The table on the following page shows the amounts paid to the States as announced by the Secretary of the Interior Harold L. Ickes. The amounts specified were paid for the six-month period ending December 31, 1937. These funds were used for the further extension of vocational education in the several States, authorized by the George-Deen Act of June 8, 1936.

The distributive occupations are now destined to receive the attention they merit in our vocational education programs as a result of the Federal appropriations under this newly effective Act.

The demand for teachers, supervisors, and directors of the distributive occupations may retard the work somewhat for a couple of years, but it will not suffer as the Smith-Hughes Act did for lack of competent teachers and supervisors or directors. A number of the institutions throughout the United States have been training directors and teachers (perhaps unconsciously) for just this sort of work. Nevertheless it is fortunate that there are competent people available at this time. It is believed that the greatest stimulation of interest will be in retailing, salesmanship, merchandising, and marketing.

All the leading universities and colleges are announcing courses in methods in the distributive occupations to meet the needs of those desiring to qualify in merchandising and salesmanship and other related subjects.

The annual appropriation of the George-Deen Act is $12,000,000. In the first six months of operation under this Act over $6,000,000 was distributed. A list of the States receiving payments for their programs was obtained from the Journal of Business Education for January 1938. See following page.

STATE	TOTAL PAYMENT
Alabama	$ 173,450.45
Arkansas	133,387.14
California	245,687.76
Colorado	61,911.32
Connecticut	19,783.58
Delaware	38,423.75
Florida	77,380.72
Georgia	213,006.39
Idaho	36,930.14
Illinois	247,117.44
Indiana	178,584.10
Iowa	67,345.93
Kentucky	134,474.82
Louisiana	135,383.47
Maine	22,954.87
Maryland	81,317.49
Massachusetts	131,182.72
Michigan	225,487.38
Minnesota	103,501.51
Mississippi	148,545.44
Missouri	212,538.80
Montana	39,113.52
Nebraska	73,332.29
Nevada	12,186.27
New Jersey	125,850.10
New Mexico	30,247.00
New York	454,464.52
North Carolina	213,302.49
North Dakota	33,743.30
Ohio	282,827.41
Oklahoma	145,314.35
Oregon	50,714.37
Pennsylvania	788,833.56
Rhode Island	10,452.15
South Carolina	120,413.09
South Dakota	40,784.64
Tennessee	168,498.74
Texas	390,124.75
Utah	34,398.61
Vermont	17,731.98
Virginia	141,269.67
West Virginia	84,955.31
Wisconsin	171,895.18
Wyoming	38,717.42
Hawaii	12,479.00
Puerto Rico	17,9[illegible].81
Kansas	63,712.52
New Hampshire	12, 97.97
	[illegible], 39,238.02

Chapter XIV

THE ACCOMPLISHMENTS OF VOCATIONAL TRAINING

Services rendered under the cooperative efforts of Federal and State vocational staffs have included an extensive survey of changing conditions in industry, agriculture, and the home, to determine specific needs for training, and the modification of vocational program required to meet these needs in keeping labor fit for employment.

Services rendered during 1934 in the several fields of vocational training may be indicated as follows: In the field of agricultural education farm financing, agricultural production control, erosion control, agricultural planning, and land utilization programs have developed new problems in farm practices, marketing, and management. The establishment of subsistence homesteads, the formulation of National rural rehabilitation programs, the Emergency Relief Administration program of work relief for unemployed teachers, and the adoption of educational programs for Civilian Conservation Camps have created urgent demands for services for members of the agricultural education staffs.

As a result of concerted efforts the 5,000 agricultural teachers have been enabled to cooperate effectively with Federal, State, and local agencies of agricultural adjustment and relief, in coordinating the established program of vocational agriculture with the programs of the newly established agencies.

In the field of trade and industrial education, unemployment in the trade and industrial field, as in other fields, is in large part a

consequence of changing conditions, migrations of industries, mechanizations of processes, introduction of labor saving of new materials and products, and the development of new techniques of production.

Vocational training agencies cannot create jobs for the unemployed, but training programs must be, and have during the past year, been continually modified to take account of the new requirements being imposed upon workers. Efforts have been made during the year to promote the development of programs to meet the needs of workers who have been thrown out of adjustment in their work environment and added to the unemployed. Many adults in this situation have received instruction in vocational classes which has enabled them to secure employment.

Members of the Federal trade and Industrial staff have conducted conferences in many of the States for training conference leaders and industrial supervisors.

In the field of home economics education, state staffs for the organization and conduct of home economics education have cooperated with the Federal staffs in modifying local vocational programs so as to safeguard the welfare of the family under the prevailing conditions of unemployment and diminished family incomes. They have formulated plans for locating production and service jobs in local communities, and for bringing unemployed workers of families in contact with such jobs.

To promote economical utilization of family resources home-making programs have particularly emphasized instructions in canning, drying and otherwise preserving foods for future use; in economical selection, preparation and serving of foods; in gardening for home consumption;

in renovating, repairing, and constructing garments; in renovating to make still usuable in the home cast aside furniture and household furnishings; in encouraging simple arts and crafts in the home as a source of revenue and in planning, wholesome family recreation at little or no cost.

Home economics programs generally have emphasized cleanliness, sanitation, and health in the home, and the rendering of homes attractive and comfortable without money expenditure.

For the former office and store workers which composed, perhaps, the second or third largest unemployed group and certainly comprised most of the unemployed in the white-collar workers the trade and industrial staffs of the several State Boards for Vocational Education rendered the same kind of service they gave the industrial workers. Extensive programs of education and job placement were developed in most of the States as far as facilities permitted. This program was not as effective in aiding the unemployed commercial workers because occupationally competent teachers of commercial vocations were not available, and the equipment necessary for vocational training was in most cases lacking.

In the field of vocational rehabilitation more progress was made. Since the initiation of the rehabilitation program in 1921 the States have reported a total of 67,651 disabled persons successfully rehabilitated and placed in employment.*

*Digest of Annual Reports of State Boards for Vocational Education, 1934, p. 19, U. S. Printing Office, Dept. of Interior.

Summary

In conclusion it may be stated that developments in the vocational training over the past 21 years have been for the most part justifiable.

The figures quoted in this chapter will be mostly for the years 1933 and for 1934, some will be for 1935. At the time this work was done these were the latest statistics available. Since then, however, a later government publication was received and the latest accomplishments may be found in the following chapter. Comparing the accomplishments available for 1933 and 1934, those found in this chapter may be readily compared with those available for 1935, 1936 and 1937 given in the following chapter. The reader may note that not only is the enrollment increased in nearly every instance but the development of the program as well.

Enrollments in Homemaking Programs for 1934

There were enrolled in both Federally-aided and Non-federally aided vocational departments and classes in homemaking, a total of 343,721 youths and adults distributed as follows:

129,485 in classes for adults

31,694 in part-time classes for employed youth

182,542 all-day classes for youth in full-time school

In the Federally-aided departments and classes the enrollments were as follows:

123,681 in classes for adult homemakers

31,694 in part-time classes for employed youths

142,476 in all-day classes for youths in full-time school

In 1934 there was an increase of 19,453 or 65 percent in enrollment in Federally-aided vocational classes in homemaking over that of 1933. The enrollment of 343,721 for 1934 compares with 30,797 enrolled in 1918.

Enrollments in Commercial Education

Much has been done to bridge the gap that has existed between employment objectives of the high school commercial education program and the employment opportunities open to high school graduates.

The total enrollment as provisionally compiled for 1934 totaled 1,119,140 youths and adults of all ages. No figures for commercial education were available in this case but reports indicate that much has been done in the last two years.

Trade and Industrial Enrollment

Enrollment in vocational schools operated under State plans in 1918 was 117,934 whereas in 1934 the number enrolled was 486,058.

Agricultural Enrollment in Vocational Education

In agricultural schools operated under State plans the enrollment in 1918 was 15,450 to 289,361 enrolled in 1934.

Disabled Persons Vocationally Rehabilitated

The number of disabled persons vocationally rehabilitated in 1921 (the first year of the programs operation) was 1,682 compared to 37,681 in 1934.

Total Enrollment in all Schools Operated Under State Plans

Enrollment in all schools operated under State Plans, including Federally-aided and Non-federally aided by years 1917 enrollment was 50,000 whereas in 1935 the enrollment had increased to 1,500,000.

Enrollment in all schools operated under State Plans for Vocational education, including schools Federally-aided and Non-Federally Aided.

1917	50,000
1918	175,000
1919	190,000
1920	260,000
1921	325,000
1922	475,000
1923	530,000
1924	680,000
1925	790,000
1926	880,000
1927	920,000
1928	1,000,000
1929	1,050,000
1930	1,070,000
1931	1,120,000
1932	1,175,000
1933	1,150,000
1934	1,120,000
1935	1,500,000

Figures above are approximate. They are as near as could be made out from a graph of 50,000 per half-inch.

Chapter XV

THE LATEST ACCOMPLISHMENTS OF VOCATIONAL TRAINING

The latest developments of vocational accomplishments available were for the year ending June 30, 1937. Agricultural education relieves unemployment through occupational adjustment training. The agricultural education has done much for the relief of unemployment through occupation adjustment training and training of youths between 14 and 18 years of age. Various programs in the agricultural field have done much for the improvement in the economic situation to help train the youths that have been barred from other employment. The Farm Credit Administration has assisted many students of vocational agriculture and adult farmers in securing production credit loans as well as loans from Federal land banks to refinance their farm mortgages.

In addition members of the agricultural education have assisted staff members of the Farm Credit Administration in preparing courses of instruction in the use of farm credit, especially adapted for all-day, part-time, and evening school groups. Thousands of former vocational agriculture students and out-of-school farm youths remain on their home farms. These youths, as well as other young men who secure employment on other than their home farms, face perplexing problems in their effort to become established on a satisfactory basis. Efforts have been made on the part of the State departments of education and some of the Federal land banks to cooperate in assisting young men who desire to rent or purchase farms to locate desirable farming opportunities. Similar agreements

are to be formulated with other agencies and individuals who have farms for sale or rent.

Among the already listed organizations and agencies chiefly agricultural groups are Agricultural Adjustment Administration, the Civilian Conservation Corps, the Federal Emergency Education Work, the National Advisory Committee for Agricultural Education have been instituted to help the farm youth. The Future Farmers of America, a national organization of boys studying vocational agriculture in public high schools is also sponsored by the agricultural education service of the Office of Education. On June 30, 1935 this organization had enrolled an active membership of 117,000.

This agricultural program has also done a great deal for the out-of-school farm youth by establishing the part-time classes for the out-of-school farm youth. Evidence to confirm the above statement is provided when the government reports show that in some states more than 35 percent of the vocational teachers of vocational agriculture organized classes in agriculture and related subjects for out-of-school farm youth, 16 to 25 years of age.

The continued improvement in the economic conditions affecting agriculture as an industry has brought about an increased interest in agricultural education. This is true not only on the part of those actually engaged in farming, but also on the part of farm organizations, educational authorities, and business organizations in cities and towns. States and local communities have been in better position to finance agricultural departments in the high schools. Increases in the salary

levels for teachers have encouraged agricultural college students to prepare for the teaching of agriculture and this, in turn, has resulted in a greater enrollment in the agricultural teacher-training institutions. Increased enrollment in vocational agriculture courses in the high schools, also, indicates that more farm boys are interested in farming as a career. This is in contrast to conditions in the past when a large number of farm boys who received an education left the farm and engaged in occupations other than farming. The teaching of agriculture in the public high schools has not only dignified agriculture in the minds of the public but has resulted in retaining on the farm an increasing number of educated and trained persons and in this way is bringing agriculture into its rightful place as one of the leading vocations.

Enrollment in Agricultural Schools

The enrollment in federally aided agricultural schools during the year ended June 30, 1937 totaled 386,302 - an increase of 42,493 over the previous year. The enrollment was made up as follows:

224,678 youth who were attending full-time, all-day high school classes

120,626 adults operating farms, who were attending evening classes

29,096 young men out of school and on farms who were attending part-time classes

11,902 youth who were attending day-unit classes in outlying rural high schools.

Enrollment increased in all types of vocational agriculture classes, the greatest percentage of increase (40 percent) being in part-time classes. Improvement in the quality of instruction in part-time classes,

moreover, is just as striking as the percentage increase in enrollment in these classes. Enrollment in all-day classes increased 10 percent and in evening classes 12 percent.

A graph on the following page shows the enrollment by years from 1918 to 1937.

In thousands

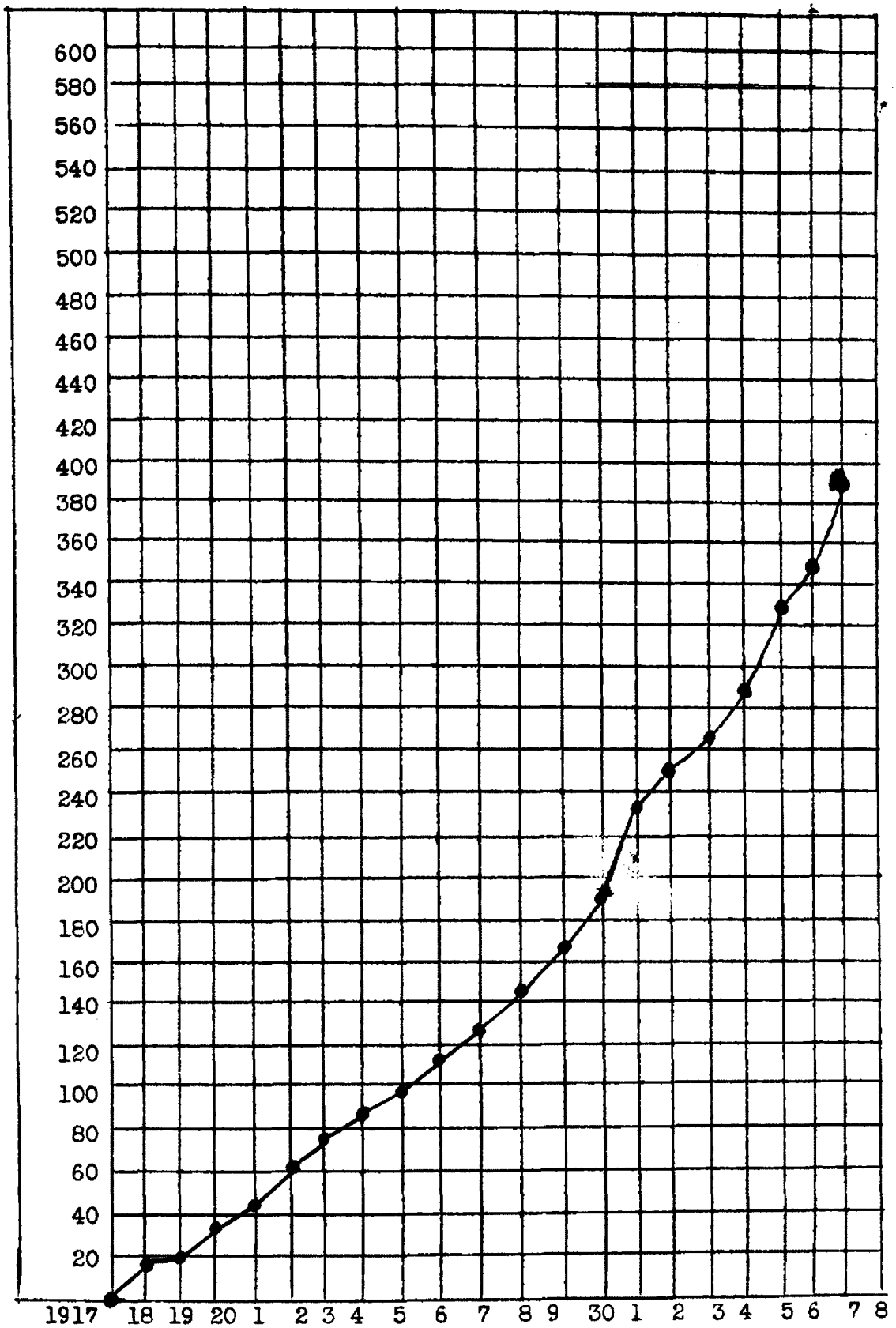


Diagram I Enrollment in Federally Aided Agricultural Departments or Schools by Years 1918-1937.

Trade and Industrial Training in Federally-Aided Schools

Conditions of the past few years have served to emphasize economic and social changes which have been taking place for many years. In some instances these changes have been gradual and shown very clearly the effects of these changes on production andemployment. Realization that the causes of the changes are continually at work and that the problems of unemployment cannot be entirely eliminated is growing. A study of the unemployment has revealed that in many cases a lack of proper training is the principal cause. Any one of the following situations may be the real reason why workers are unable to secure employment:

1. They may not have been adquately trained to do any productive work.

2. Their training, while adequate at one time, may have become out-of-date because of their failure or inability to keep abreast of the constantly changing conditions in industry, reflecting technological and scientific advance.

3. Their training may have been so narrow and specialized that employment opportunities are restricted to a few operations, or a limited number of special jobs.

4. The numbers trained for certain occupations may have been entirely out of proportion to the numbers that are normally needed in those occupations.

One principal purpose of trade and industrial education has always been to prevent or minimize unemployment by providing training that will enable workers to get and hold jobs. Events of the past few years have, however, shown the need for special adjustments required to meet problems. There has been no hesitancy on the part of the Trade and Industrial Education Service to assist in promoting these adjustments to help workers meet new situations. Special efforts have been made to cooperate with

all State and Federal agencies, both emergency and regular, that were working toward the same ends, and the accomplishments are found in the following pages as nearly as could be obtained from the latest available reports from the United States Office of Education.

Enrollment in Industrial Education

The total enrollment in Trade and Industrial Education for all types of Federally-aided classes in 1937 was 590,892, as compared with 537,151 for 1936. This represents an increase of 53,741, or 10 percent. The table below shows the enrollment in the different types of schools conducted for this education. (Figures used were obtained from the Digest of Annual Reports of State Boards for Vocational Education, Fiscal year ended June 30, 1937).

Enrollment in Industrial Education

Type of School	1937 Total	Increase or Decrease in 1937 over 1936
Evening	136,622	6,406
Part-time trade	149,080	23,110
Part-time general continuation	145,433	90
Day-trade	169,757	24,126

There was a substantial increase in enrollment in all the strictly vocational types of schools. This includes the business colleges and high school offering technical training.

While the enrollment in all schools operated under State plans is more than 131,000 greater than the total for any year since 1917, it

still does not include all figures of persons who were helped under other previous defined organizations. For instance, it does not include any figures from the Office of Education from the rolls of emergency education programs operated with WPA or other governmental funds. The figures in the above enrollments in Federally aided schools are of schools operated where the State has matched the Federal funds at least dollar for dollar. Many States spend three dollars for every Federal dollar for their vocational training. For the year 1937 more than $36,399,286 was spent under the State plan for vocational education. Of this $10,013,669 was Federal money and $26,385,617 was furnished by State and locals. The average State and local furnished upon this basis $2.63 for each dollar furnished by the Federal government.[1]

While vocational training cannot solve and does not attempt or claim to solve all the problems of unemployment, it is fair to say that many phases of the unemployment problem will never be entirely solved or satisfactorily worked out without the service of vocational training. It is safe to say that the more efficient vocational schools have in recent months placed in employment practically all the youths trained in vocational programs. In a large number of instances the vocational schools find it impossible to supply workers for many of the openings available in the field of trade and industry. On the other hand, there are large numbers of unemployed, untrained youths looking for jobs.

In reference to the above mentioned statement the following state-

---

1. Digest of Annual Reports of State Boards for Vocational Education, Fiscal year ended June 30, 1937. P. 11, U. S. Dept. of Interior, Office of Education, Vocational Division.

ment was found in the Fortune Magazine October, 1937, "Unemployment in 1937 is skilled jobs begging for men and unskilled men begging for jobs." Herewith is a survey of the "social burden" in eleven United States communities in which the Fortune Magazine made its three month survey in 1937. This example is representative of every other community in the United States.

From the survey of the results from the Federally-aided vocational training it is found that there are two important tasks facing the public program of vocational training:

1. To provide preemployment training for youth which will make them employable when they leave the vocational school.

2. To provide opportunities for employed adults to secure such training as they need to keep abreast of new developments affecting their work, so that they may maintain their employability or regain it if they have temporarily fallen behind.

These two functions are quite generally recognized and attempts are being made to meet the legitimate demands in both fields under widely varying conditions in different parts of the country. During the past year special emphasis has been placed upon the organization of classes for workers temporarily out of employment by offering evening or part-time classes in shop and related subjects, for the purpose of keeping workers informed on new developments in material and processes in specific trades or occupations. It is safe to say that a well planned vocational training program will eliminate unemployment by removing to a considerable degree at least one of its most important causes.

Much interest in trade and industrial education for girls and women has been shown in the present popular demand for more practical

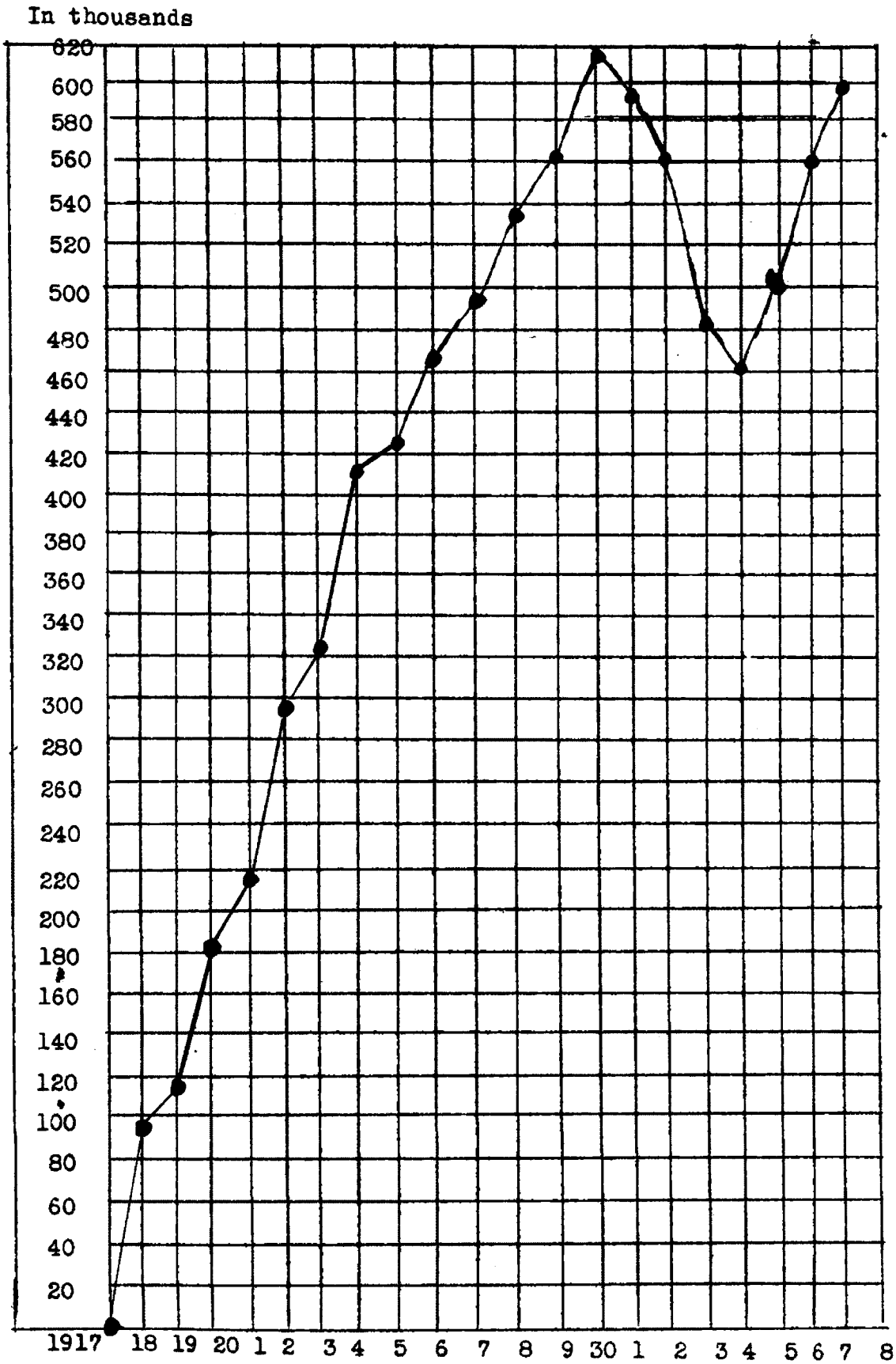


Diagram II Enrollment in Federally Aided Trade and Industrial Classes by Years, 1918-1937.

education in these groups. Large increases in enrollment of girls in day-trade schools indicates that their desire for vocational education is promoted by an ambition to become wage earners.

For the girl, as well as the boy, effective vocational training insures security of employment, stability of employment, adequate renumeration, and social recognition of the occupation for which she or he is training. Statistics for the past year especially show an acceleration of employment of young women in productive industries.[2] This large number has no doubt been increased by the national programs for unemployment and relief.

To meet the demands and needs of women seeking training during the emergency period, intensive trade instruction has been offered to mature groups with increasingly higher academic attainment and singleness of purpose. Nursery schools, homemaking courses, cooking schools and other practical courses have been established throughout the nations for emergency training for these people. Adult vocational classes for the last few years have become an integral part of the regular public school system.

Constant changes in industry and the social order necessitate great flexibility in the program of vocational training for girls and women.

Significant Developments in Home Economics

Among the significant developments in home economics education in the past year is the definite movement started in the State to make public centers for family life education, not only for regular school groups but for out-of-school youth and adults as well. This movement

2. Digest of Annual Reports of State Boards for Vocational Education, 1936, p. 44, U. S. Printing Office, Dept. of Interior.

is a recognition of the fact that education for homemaking is a continuous process and that schools should plan programs for all age groups.

In urban communities, the development of this idea is seen in the so-called community programs in which the school, in cooperation with contributing agencies, studies to meet the needs of all age groups and plans educational programs that will accomplish as far as possible the fundamental aims of effective family living. This program is expected to reach more classes both for youths and adults in city as well as country and result in a broader scope of studies suitable to the needs of those it is designed to serve.

According to reports shown in the latest issue of the Digest of Annual Reports of State Boards for Vocational Education many States are employing their home economics teachers for one or two months beyond the regular school year to insure that non-school groups in rural areas and small town communities will be reached in programs. This arrangement gives the teacher time to visit the homes of her day-school pupils, to supervise home projects activities, and to organize and teach classes for out-of-school youth and homemakers. In other States other arrangements have been made so that the suburban communities would not be neglected.

Reports from several States indicate that community programs in which homemaking departments of rural high schools cooperating with agricultural departments are increasing. As a result of this cooperation, home economics and agricultural teachers are encouraging young men and young women to carry their learning experiences into daily life in the farm home. As a result a large variety of farm home improvement

projects that have been undertaken in these programs have contributed much to family living and to farm home environment, thus making rural life attractive to young people.

Recognizing that a State program of home economics education can be developed on a satisfactory basis only when adequately prepared teachers are available, considerable attention has been given by State boards for vocational education to teacher training in home economics. Numerous requests have been received the past year for the cooperative studies of the entire program of teacher preperation. In the last two years, studies for teacher preparation in these fields were conducted in 26 teacher-training institutions in 11 States. Eight additional States are now planning studies of their college home economics curricula.

Reports from the States indicate that those responsible for home economics education are cooperating closely with other agencies concerned with family welfare. Among these are a number of Government agencies created since 1933 that are sponsoring programs for which vocational education can claim a degree of permanent responsibility as funds for these special agencies are reduced or cut off entirely. Among these programs are the homemaking classes for adults, the household employment training classes, and the nursery school programs conducted in connection with parent education and sponsored by the Works Progress Administration. Other projects that vitally concern the farm family life, are sponsored by the Farm Security Administration, the Rural Electrification Administration, and the Farm Credit Administration.

Significant Developments in Home Economics

Among the significant developments in home economics education in

the past year is the definite movement to make public schools centers for family life education, for regular school groups as well as for out-of-school youths and adults. Education for homemaking is becoming nation-wide popular.

Enrollments in homemaking departments and classes operated under State plans during the year totaled 496,225 youths and adults, an increase of 42,223 over the previous year. The proportion of adults is over 20 percent.

The distribution in all classes was as follows:

150,105 in classes for adults
50,293 in part-time classes for employed youths
295,827 in all-day classes for youths in full-time school attendance.

The large increase in the enrollment during the past year was no doubt due to the greater flexibility in programs provided under the George-Ellzey Act, which became operative in 1934, and under which the homemaking courses operated during the past year.

To give the above enrolled people instruction 7,287 teachers were employed in 5,357 schools.

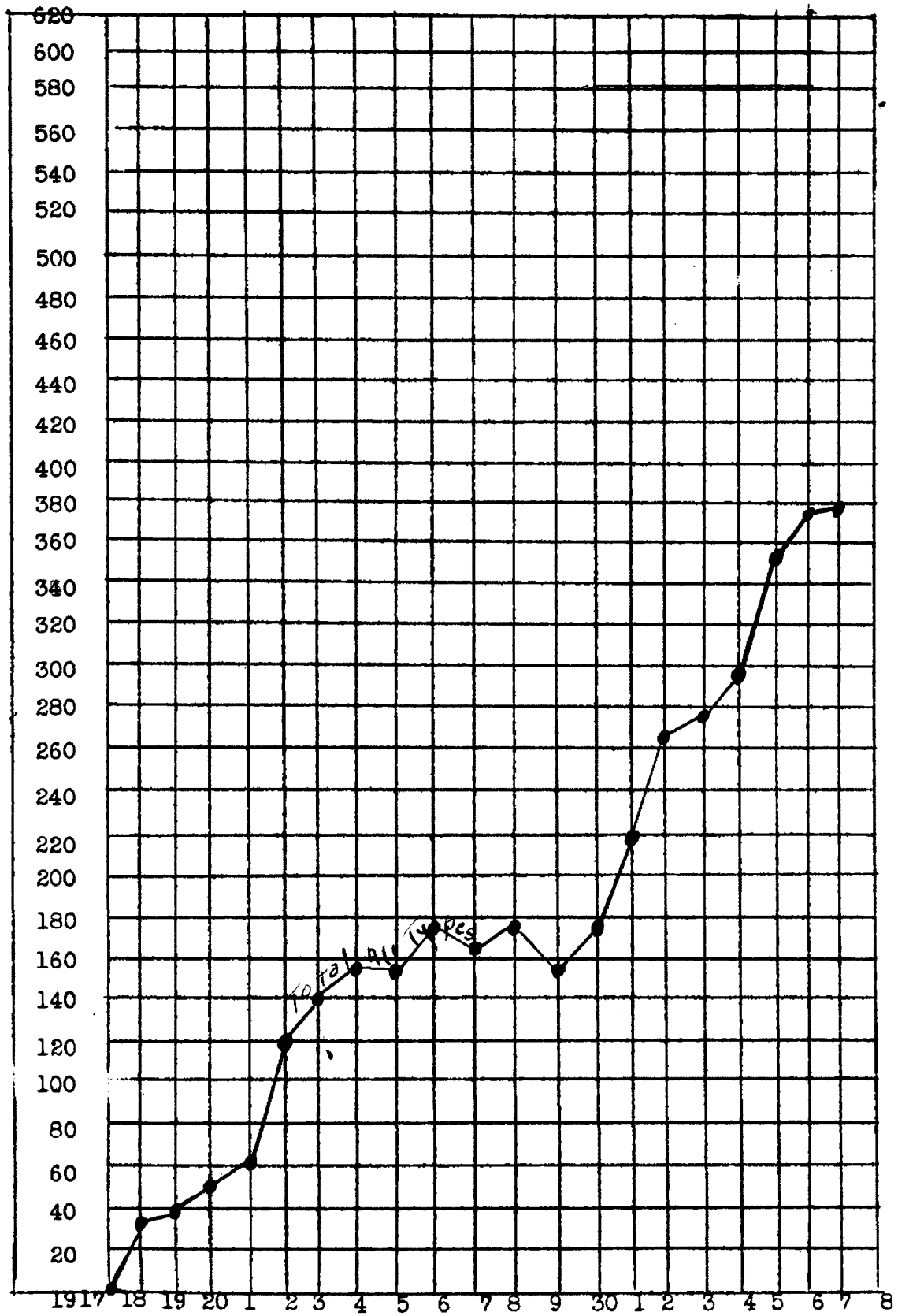


Diagram III Enrollment in Federally Aided Home Economics Departments or Schools by Years, 1918-1937.

Chapter XVI

TRAINING FOR THE UNEMPLOYED

In providing trade and industrial training, whether for unemployed or for employed workers, a fundamental principle is that there must be jobs to be filled, moreover, training an unemployed worker for a job which he can secure only by replacing a worker already employed obviously does not solve the problem of unemployment. Such training is of no benefit to workers taken as a group. The objective of the training plan must be to provide training for unemployed workers which will enable them to take jobs which are not filled or which may develop. Many changes have taken place in industry, and as a result some jobs have been entirely eliminated while others have been so changed that the workers can be retained only if they can secure training which will enable them to make adjustments to new conditions. To provide this training, so that unemployment may be prevented is an essential part of any trade and industrial education program.

While industrial changes have resulted in the elimination of many jobs, they have at the same time created new jobs. Even in times of depression new occupations are being created and new needs for workers are found. It is by training people for these new jobs for which they are not qualified and it can do much by helping to discover unfilled jobs and then train unemployed workers so they can hold them.

In providing training for the unemployed many different types of classes have been used. Not only have existing schools and classes been

utilized for this purpose but new kinds have been developed to meet special needs.

The all-day trade schools, while organized to provide training which would enable young people to prepare to enter employment, were during the past year also used to aid unemployed adults. They were especially helpful in providing training for adults who had lost their jobs because the range of their training had been too narrow, or because they had been unable to keep up with new processes and new developments. Machinists who could use only one or two machines; decorators who were unable to use new finishes; electricians who were not familiar with new wiring codes; building tradesmen who could not read blueprints or lay out their work; automobile mechanics who were not acquainted with new processes in repairing cars; and welders who were not able to use new welding rods or to weld certain types of metals were all given special training through which they were able to secure and hold jobs. These adults were handled not as groups but as individuals, so that their special needs could be met in the minimum time.

Evening classes were used for both employed persons who needed further training, and for unemployed persons who were doing relief work or were occupied during the day in looking for work. Because of the limited time available the training given was more or less restricted in scope, and was confined almost entirely to that which supplemented the previous experience and training of those enrolled. The training included not only the manipulative phases of different occupations, but also the technical knowledge so essential to the success of many

of the workers. New developments in radio, in electricity, in air conditioning, in transportation, and in manufacturing taught in thousands of classes, all of them conducted with the idea of providing better qualified workers.

Part-time classes have been found to be especially useful in meeting the needs of the unemployed. The flexible program, the variety of the work offered, and the decreased enrollment of young workers all helped to make these classes available for this type of work. Many workers whose jobs had been eliminated, as well as many who had never had any definite jobs were trained. New occupations were developed in many places and workers trained for them. Classes were held at hours convenient for those enrolling and every effort made to provide training which would enable the unemployed workers to get and hold jobs. Several thousand unemployed were, for example, trained in prospecting in placer mining in one section of the country, so that they could take up a kind of work in which there is little chance of over-production, and in which there is a good opportunity to earn at least a living wage. Sectional vocations were selected wherever possible.

Much attention was given to the development of handicrafts, both as a principal occupation for some workers, and as a means of supplementary income for others. Spinning, weaving, tanning, leather work, wood carving, metal work, and furniture making were taught in different places, and a special effort was made to provide opportunities for marketing the products. Even when the products were not sold for money they provided assistance through supplying articles for the family use which would otherwise have had to have been purchased. In a number of the States

special teachers were employed to develop classes in crafts.

Apprentice Training

It is true that machines have replaced hand labor to a great extent but it is true only to a certain extent. It is true, however, that inventions have created more jobs than they have displaced. The statement is often made that skilled trades have disappeared. This statement too, may be true but only concerning a few occupations in which the number employed may be decreasing as in the case of glass-blowing, blacksmithing and a few other such occpations such as aircraft mechanics, tool and die making. In Diesel engineering, refrigeration servicing and repairing and air conditioning skilled jobs are increasing. The effect of these various changes and inventions, according to the official United States Census figures is a steady and consistent increase in the total number of skilled workers needed by industry. During 1910-30 there was an increase of 5.4 percent in the number employed in skilled and semi-skilled occupations. During the same period there was a decrease of 8.6 percent in the number of workers in unskilled occupations.

Apprenticeship is the only means of learning some vocations. For instance barbering, cosmetology, welding, and other occupations. Apprenticeship seems to be the only satisfactory way of training for these and other occupations.

Apprenticeship Defined

Since the term "apprenticeship" seems to be interpreted in so many different ways there seems to be a national definition formulated by the Federal Committee on Apprentice Training which defines it thus:

> The term "apprentice" shall mean a person at least 16 years of age who is covered by a written agreement with an employer approved by the State Apprenticeship Council or other established authority, which apprentice agreement provides for not less than 4,000 hours of reasonably continuous employment for such persons, for his participation in an approved schedule of work experience through employment for such person, for his participation in an approved schedule of work experience through employment and for at least 144 hours per year of related supplemental instruction.

These periods of training compare with the requirements of the Smith-Hughes Act.

This apprenticeship training is essential to the ever-increasing need for providing trade-extension training opportunities for employed workers so they may keep abreast of new developments in their vocations. It is clearly seen that there is need in the country for an expanded program of vocational education in the field of trades and industries.

During the first few years of the Trade and Industrial Education Service of the Office of Education was centered largely upon field work. The program has been developed and much has been done in the fields of Trade and Industrial Education. One of the leading services of the Trade and Industrial Service has been to assist other agencies of national regional scope in solving their training problems.

Each State and local board for vocational education is to conduct research studies for the purpose of finding out about the present status of vocational education programs and planning the trends in this field so as to keep abreast of the up-to-date industrial vocational program.

In some States studies have been conducted by the Trade and Industrial Education Service in painting, decorating, plastering, metal lathing, bricklaying, plumbing, metal construction for airplanes, railway

and shipyard machine shop practice and many other public service occupations.

An interesting account was sent into the Federal Office of Education by one of the North Atlantic States that had cooperated with an investigation during the past year of what becomes of the trade school graduate occupationally. Out of the 89 percent of returns received from the States, 58 percent since 1929-30 showed that the graduates were employed in the field for which they had trained. The investigation further shows that the total initial wages of those of this group who were employed amount to approximately $4,100,000 annually, or about $675 per placement.

New Developments in Trade and Industrial Education

Inspired by the authorization of Federal grants for vocational education contained in the George-Dean Act and particularly the provisions for Federal aid for training in public service occupations the Trade and Industrial Service is now developing better programs than they had advocated in the past. Already many States have taken opportunity of the Aid offered by the Federal government for this purpose. List of States receiving aid December 1937 is given on page 105.

There is much evidence that the George-Deen Act is responsible for the stimualtion of the vocational training. Statistics show than in order to take care of the increased enrollment because of this training being added to the curriculas in many schools, many new vocational school buildings were constructed during the past year. Some outstanding examples of these are the two vocational high schools just finished in Philadelphia, which will accommodate 3,000 students. These schools

will be open day and night to accommodate all types of classes. Similar reports are received from other sections of the country.

Chapter XVII

COMMERCIAL EDUCATION

Training for the Distributive Occupations

The passage of the George-Deen Act which authorizes an annual appropriation of $1,254,000 of Federal funds for training of workers engaged in the distributive occupations, made it necessary for State boards for vocational education to give special attention during the year to the formulation of plans for carrying out this type of training program.

Since this is the first time Federal aid has been available for this sadly neglected type of training preliminary programs were of various natures. Very few of the States carried on any activities in this field previous to the passage of the George-Deen Act had any background or experience from which to draw in formulating plans for the future; and most States found they had few trained personnel who could be used immediately for supervisory and teaching services.

Part of the difficulty with which the States are confronted in formulating plans for vocational training in the distributive occupations arises from the variety of occupations under the George-Deen Act. "Distributive workers" as recognized by the Office of Education include: Managers and operators of all kinds of stores, shops, and other businesses; managing agents, including branch managers and other local representatives of all kinds; apprentices and learners in training for managerial positions in stores; department heads, supervisors and foremen in stores; purchasing agents and buyers; sales-managers, salespeople;

store service workers who come in direct contact with customers; and deliverymen, messengers, and other miscellaneous distributive workers such as auctioneers, newspaper vendors, waiters and stewards.

For many years State vocational educational authorities have recognized the need for programs of training for distributive workers. The present need for such training is more apparent when it is realized that one out of every six workers is employed in some branch of the distributive field. Other facts also serve to emphasize the need for a systematic program of education in the distributive occupations. For instance, less than 500 small store operators out of 1,700,000 retailers in this country are being shown how to meet competition from chain and other large selling organizations. Only one state, Wisconsin, has up to the present time offered classes to help small retailers and shop-owners to be better managers. More than 250,000 beginners are employed in stores each year without any preparation for this kind of work. Less than 2,500 beginners are trained in high schools each year for store employments, and less than 300 out of 26,000 high schools offer courses preparing youth for store occupations. Practically no trade associations offer education for their members. Private commercial organizations have developed a few courses in the distributive fields but most of these are of the reading or correspondence type. University extension courses have enrolled comparatively few retailers and managers of small businesses.

The need for providing high school students who desire it, preliminary training for distributive occupations has long been emphasized by high school officials in many States. An ever-increasing number of youth are upon leaving school, employed in distributive organizations.

High school and other secondary school curriculums have not been developed to give adequate training for beginning store service and other initial distributive occupations. Thus, while a minimum of 150,000 youths between 18 and 19 years of age each year find their first employment in distributive businesses, and an additional 130,000 workers between 20 and 24 years of age are annually entering the distributive fields, high school retail selling courses are making only a small contribution toward helping these youths prepare for the employment they most likely will follow. In the school year 1933-34, 448 high schools reported courses in salesmanship in which 28,212 students were enrolled. Even if all the students enrolled in these classes were, on leaving school, employed in stores or other distributive work, they would constitute only a small part of the number of youths of high school age who each year start a life career in some kind of selling or store work. Very little, if any, of the instruction now carried on in high school salesmanship classes is vocationally effective preparation for distributive occupations is one of the outstanding needs of youths enrolled in our secondary schools today; and it is to supply this need, in part at least, that Federal grants for training in the distributive occupations have been provided under the George-Deen Act.

Inasmuch as the George-Deen Act did not become operative until July 1, 1937, activities of State boards for vocational education with respect to programs of training for the distributive occupations during the year were confined to laying the ground work for the foundation of these programs.

Fortunately, the operative date of the George-Deen Act coincided

with the date on which State boards for vocational education were required to file with the Office of Education their plans for carrying on programs of vocational education under Federal grants for the 5 year period, 1937 to 1942. In the plans due July 1, 1937, therefore, State boards were required to provide for carrying on vocational education in the distributive occupations.

Distributive Education Programs Outlined in State Plans

The program in the distributive occupations under the terms of the George-Deen Act, as interpreted by the Office of Education, State boards for vocational education are showing in their temporary plans for the program:

1. How they propose to use Federal funds allotted for salaries, travel, and maintenance of teacher training.
2. How they propose to carry on supervision of State local programs of education in the distributive occupations.
3. The kinds of classes to be set up for training distributive workers.
4. Complete details with regard to purposes of evening and part-time classes in the distributive occupations; the qualifications which must be met by pupils to be enrolled in these classes and by the teachers who give instruction therein; plant and equipment; the course content to be followed in giving instruction in these classes; and similar factors.
5. Details with respect to the teacher-training program.

Supervision of educational programs for workers in the distributive

occupations will be carried on under the direction of qualified State supervisors and teacher trainers of education in the distributive occupations, where such are available. Where qualified supervisors of distributive education are not available, supervisors in other fields of vocational education will carry on the program until such time as trained leaders in distributive occupations education are available.

Benefits of Vocational Education for Distributive Workers Outlined

Among the benefits which, according to State boards for vocational education, will ensue from vocational education in the distributive occupations, may be listed the following:

1. It will help to bring about greater stability among the distributive businesses of this country, about one-fifth of which discontinue each year.
2. It will help to reduce the failures in distributive businesses which account for an average of six percent of all business discontinuances; as well as the number of bankruptcies in distributive and commercial businesses, which in 1935 amounted to approximately $157,000,000.
3. It will help to develop a realization that management of small stores and businesses should be undertaken only by persons who have had a definite preparation for this kind of work and are possessed of financial assets and experience.
4. It will make some contribution toward the development of apprenticeship in the field of retailing and small business management.
5. It will serve to call attention to the need for education for those engaged in or preparing for employment in the upper levels

of distributive activities.

6. It will stimulate schools to offer more courses in selling, marketing, and other distributive subjects so as to--

   a. Help adjust the present excessive enrollment in clerical commercial courses to the actual market for such workers.

   b. Provide instruction for youth in secondary schools with superior aptitudes for the distributive occupations.

   c. Help adjust secondary school commercial courses to the changed conditions affecting the employment of youth in offices and stores.

   d. Provide more facilities for bringing about a better understanding of the operations of the producing and distributive organization of our economic system.

Conclusions

Conclusions from this study may be summarized as follows:

1. That the only means to an end--to prepare citizens for self-dependency--to avoid unemployment is through building up a well-planned vocational training program.

2. A general informal background is necessary to every consumer as well as to those who expect to choose a specialized business training for earning a livelihood.

3. Because of the complexity of business today, and the day of specialization, it is necessary to give specific and thorough training to meet the demands of business and the community.

4. Vocational education must travel parallel with industrial progress and must meet the needs of modern society.

5. The decline of unemployment must be met by vocational training, as new techniques are applied people must be trained to take these jobs.

Chapter XVIII

TRADE-INDUSTRIAL AND DISTRIBUTIVE OCCUPATIONS IN MONTANA

The first appropriations made under the George-Deen Act for the distributive occupations were paid December 31, 1937. For the States that met with the conditions and provisions of the Act over $5,000,000 were paid for the first half year after the Act became effective. Out of this $5,000,000 Montana received $39,113.52.

The vocational training in Montana consists of the following: (1) Trade and Industrial Education and (2) Distributive Occupations Education.

The aims and purposes of the Trade and Industrial education are: (1) An opportunity for boys and girls in the upper grades of high school (16 years of age and over) to learn the trade skills used in the trades so that after graduation they are better prepared to enter employment either as an apprentice or full time employment. Two kinds of schools offer courses with this purpose in mind. The Day Trade school and the part-time Cooperative Courses. (2) Trade Industrial education offers adult workers an opportunity to extend their knowledge and improve their skills. This is accomplished in Evening Extension schools.

A list of the schools now conducting programs with reimbursements for instructional costs will be tabulated on the following page.

Schools now Conducting Programs

(1) Day Trade Schools

Town	Teacher	Enrollment
Billings:		
Aeronautics	A. B. Green	90
Glasgow:		
Auto Mechanics	Howard Peters	13
Welding		15
Grass Range:		
Carpentry and Cabinet Work	Elwood Comer	12
Helena:		
Aeronautics	L. W. Fahrner	40
Carpentry		40
Miles City:		
Auto Mechanics	Edgar Johnson	21
Philipsburg:		
Auto Mechanics	Frank Cazier	16
Poplar:		
Auto Mechanics	A. J. Barney	20
Carpentry		22
Ronan:		
Carpentry and Cabinet Work	George Hildreth	15
Sunburst:		
Auto Mechanics	T. E. Kosher	19
	Total Enrollment	323

The above schools were reimbursed 50 percent of the instructional cost for these programs.

(2) Part-time Cooperative Programs

The part-time cooperative plan of education is a sound method of vocational training in which the student spends a part of the school

time working as a trainee or apprentice at a trade, under the cooperative instruction and supervision of a school coordinator, employer and labor. Alternate half days, days or weeks may be used in the plan. The purpose of this school is to enlarge the vocational intelligence and skill of workers over 16 years of age who are employed on a cooperative basis in the trades. This is the type of training that is sometimes termed as apprenticeship.

The following schools are now conducting programs in part-time cooperative programs:

Town	Instructor and Coordinator	Enrollment
Billings	C. C. Shively	92
Big Timber	H. C. Olson (starting next fall)	--
Bozeman	E. R. Urdahl	54
Chinook	Floyd Bowen	9
Conrad	Sigurd Hefty	24
Forsyth	John Shively	24
Glasgow	Mack Monoco	24
Glendive	John E. O'Neil	28
Havre	Burnell Southall	42
Helena	Fred O. Robinson	31
Hinsdale	C. W. Skinner	14
Lewistown	L. O. Brockman	49
Livingston	W. H. Comstock	27
Malta	G. L. Griswold	20
Kalispell	Russell Merrit (Boys) L. Bradshaw (Girls)	48

Miles City	Harry B. Hoffman	25
Shelby	Hubert H. Huber	18
	Total Enrollment	529

The part-time cooperative training in this program is now provided in many different lines of work. Some of these are: Garage mechanics, plumbing, sheet-metal, machine shop, body and fender work, carpenter, cabinet maker, electrician, bakers, creamery workers, service station, workers, milling, greenhouse workers, radio and welding.

Schools have been reimbursed 50 percent for the coordinators vocational salary in these programs.

Evening Extension Schools

The evening extension programs are for the adult workers and are given after working hours in short intensive evening schools, and are taught by men selected from the trades.

The evening extension programs are conducted in the following places:

Town	Teacher	Enrollment
Anaconda:		
Mechanical Drawing & Blue Print Reading	F. O. Brown	26
Advanced work for Plumbers	Fred Conger Alfred Blathner J. Hasky	
Billings:		
Mechanical Drawing		24
Butte:		
Welding (General)	Wesley Dunn	19
" (Plumbers)	William Hill	13
Mechanical Drawing	Homer Bradford	24
Telephone	Frank Gardiner	23
Electrical Diagrams	W. A. Boyer	25
Engineer License	George Newton	26
Machine Shop practice	Louis Kilberer	14

Glasgow:		
Welding (General)	H. J. Peters	13
" (Advanced)	" " "	12
Auto Mechanics	" " "	13
Glendive:		
Blue Print Reading	Howard P. Goard	10
Welding	Ed Siverts	13
Havre:		
Acetylene Welding	Andrew Williams	22
Electric Welding	" "	20
Diesel Motors	Helmer Stubbs	27
Welding (Advanced)	Williams & Stubbs	17
" " (2 classes)	" "	18
Building Mathematics	Helmer Stubbs	17
Mechanical "	" "	20
Drawing & Blue Print Reading	M. F. Johnson	18
Helena:		
Welding (Advanced)	(L. B. Eyre (Ray Raue	22
Drafting & Blue Print Reading	John Belote	54
Miles City:		
Welding	Edgar Johnson	16
Mechanical Drawing	" "	15
Somers:		
Lumber & Forestry School	(Howard Drake	34
Scalers & Cruisers	(Mr. Berry	
Total Enrollment Evening Class		530

A reimbursement of sixty-six and two-thirds percent of the instructional has been appropriated for the evening extension school programs this year. Future reimbursements will depend upon the extension of the programs. Some schools that had insufficient budgets received appropriations of 100 percent for this year. This appropriation will not hold true for next year as the projects have already been started.

The George-Deen funds were not available until after the school budgets were set up this year. For that reason a few schools had to be reimbursed for the entire 100 percent in order to be able to carry on any programs at all.

Recommendations and Plans

There is reason to believe that there will be a considerable expansion in the Day-Trade courses and a number of the school boards are making tentative plans to initiate this program and provide the necessary shop space and equipment. Reports have been received by the State Committee for the smaller schools to cooperate in the employment of one good instructor who will spend the forenoon in one school shop and the afternoon in a neighboring school shop. Three different centers have already made plans for this type of cooperative vocational training. They are:

1. Grass Range and Winnett
2. Kremlin and Gildford
3. Rudyard and Inverness

No doubt other schools will consider such plans. The part-time cooperative program has become very popular and is making substantial progress. Applications have been received from a number of schools which are making plans to qualify.

The evening extension classes have increased considerably during the past year and greater expansion is expected because the work is practically in its infancy.

Teacher Training

It is a known fact that the bank is only as good as its leader. So

it is with any other development and an effective program in the development of trade skills rests largely with the instructor. He must be a capable persons and know the skills he is trying to impart to others.

State Conference

A four days State Conference for all teachers of the trades will be held this summer. If enrollment numbers justify it a three-week course is contemplated for trade teachers. Group and individual teacher training will be given as the need arises.

The purpose of distributive occupations education is to extend vocational knowledge and skills for the young men and women and adult workers in the distributive occupations (retail and wholesale service).

This program is intended for the employed workers and includes the part-time employed through the part-time cooperative courses and the full-time employed through evening extension courses.

The work funds for programs were not available in many centers because budgets were not made in time and therefore larger programs and progress is expected this year.

Part-time Cooperative Centers

At present all the retail sales training of the part-time cooperative work is set up in the Trade Industrial programs but will now come under the field of Distributive Education. The schools conducting the part-time cooperative programs are listed on the following page.

Schools Conducting Part-time Cooperative Programs

Billings	Helena
Big Timber	Hinsdale
Bozeman	Kalispell
Chinook	Lewistown
Conrad	Livingston
Forsyth	Malta
Glasgow	Miles City
Glendive	Shelby
Havre	

The schools mentioned above were reimbursed 50 percent for the vocational salaries.

The occupations in the above mentioned places was in the following vocational training: retail sales work in grocery stores, clothing stores, general merchandise, furniture, hardware, auto parts, book stores, and wholesale stores.

Evening Extension Schools

Since the work is so recent only three communities have set up programs for adult workers in this field. They are:

Town	Teachers	Enrollment
Miles City:		
Show Card Writing & Window Decorating	Ella Pleisner	25
Glendive:		
Show Card Writing & Window Decorating	C. A. Hanson	25
Salesmanship & Typing	Lucretia Davis	19
Havre:		
Show Card Writing & Making Store Posters	Miss Reis	24
	Total Enrollment	93

Since schools had no opportunity to set up budgets for the evening extension program in the distributive occupations this year a 100 per-cent reimbursement was recommended. This reimbursement will not apply for next year. It was found that the total amount of instructional costs to conduct one course is about $100.

Plans for Expansion

It is anticipated that the greatest expansion will be in the evening extension schools for adult workers. Much has already been done to meet the needs in these programs. Meetings have been held with the Montana Retail Merchants'Association and with school superintendents in working out plans for short courses. These will include evening schools for (1) Grocer Salesmen, (2) Clothing Store Salesmen, (3) General Merchandise Salesmen, (4) Show Card Writing, and (5) Window Decorating.

The effectiveness of the programs in distributive occupations will undoubtedly depend on the capability of the teacher.

(1) Plans are now being made to hold a four-day training school at Missoula in cooperation with the summer school in which all teachers and coordinators are expected to attend. Discussions and reports will be given in the following fields:

a. Organization of Part-time Cooperative courses.

b. Best methods in conducting the occupations relations class.

c. Organizing and conducting evening-extension programs.

(2) Tentative plans are being made in cooperation with Dean Robert C. Line of the University of Montana to hold a three week course during the summer months at the University for the training of teachers in Distributive Education.

(3) Small group and individual training conferences will be given as the need arises.

All the schools in the field of Trade and Industrial and distributive occupations will be operated with Federal aid. At the present time reports have been received that over 30 schools have made applications to add homemaking courses in their schools for next year. No doubt there will be as many schools adding some courses in the distributive occupation's field.

Possibilities in the Distributive Occupations

To summarize the needs and possibilities in the distributive occupations in Montana it is necessary to develop two essential points on which any program is based. These are:

1. Establish a demand for the program. The program must be sold to the public, before there will be a demand for it. After the program is sold to the public a survey made by a local survey committee in the community to establish the particular needs in that community will enable the local advisory committee or whoever makes the requisition for the community program to request a program that will actually fit the needs of that community.

2. Establish a teacher training program. This is one of the most important phases of the program. Select teacher personnel from the commercial field with three or four years of recent successful experience in his particular field.

BIBLIOGRAPHY

A. BOOKS

Hays, Arthur B., The Problem of Industrial Education, (New York, The Century Co. 1927), Chap. IX.

Prosser, Charles A. and Charles B. Allen, Vocational Education in a Democracy, (New York, The Century Co. 1925), pp.21-45.

Lyon, Leverett S., Education for Business, (Chicago, The University of Chicago Press, 1922), pp. 409-414.

Tonne, H. A., and M. H. Tonne, Social-Business Education in the Secondary Schools, (New York, New York University Press, 1932), pp. 76-92.

Morris, A. Briece, Grece Griffith, and O. P. Robinson, Store Salesmanship, (New York, Prentice-Hall, Inc., 1932), pp. 413-436.

Converse, Paul D., Elements of Marketing, (New York, Prentice-Hall, Inc., 1936), pp. 13-64.

B. GOVERNMENT DIGESTS AND ANNUALS

. . . . . , Vocational Education and Changing Conditions, Vocational Education Bulletin No. 174, 1934. U. S. Dept. of the Interior Office of Education, Washington, D. C.

. . . . . , Digest of Annual Reports of State Boards for Vocational Education to the Office of Education, Division of Vocational Education, Fiscal Year Ended June 30, 1934, U. S. Dept. of the Interior, Office of Education, Vocational Education, Washington, D. C.

. . . . . , Digest of Annual Reports of State Boards for Vocational Education to the Office of Education, Division of Vocational Education Fiscal Year Ended June 30, 1936, 1936, U. S. Dept. of the Interior, Office of Education, Washington, D. C.

. . . . . , Digest of Annual Reports of State Boards for Vocational Education to the Office of Education, Division of Vocational Education Fiscal Year Ended June 30, 1937, U. S. Dept. of the Interior, Office of Education, Washington, D. C.

. . . . . , Statement of Policies for the Administration of Vocational Education, Vocational Education Bulletin No. 1, Revised Feb. '37, U. S. Dept. of the Interior, Washington, D. C.

C. PERIODICAL ARTICLES

Allen, C. R., Communication on Vocational Education: Reply to What is Democratic Education? School Review 37:164-8 March 1929.

Apel. Charles, A Commercial Curriculum for the Small High School, Business Education World, New York, March 1938, p. 561.

Barber, George P., Teaching Salesmanship in High Schools, Business Education World, New York, March 1938, pp. 572-575.

Beckert, R. F., Commercial Education--An Appraisal, The Balance Sheet Cincinnati: South-Western Pub. Co., Jan.'34, Vol. IX No. 5, pp. 206-208.

Bell, T. C., Vocational Expansion Wise and Otherwise, Industrial Arts and Vocational Education 19:297-9, Aug. '30.

Bowden, W. T., Problem of Teaching in Industrial Education, Industrial Education Magazine 31:287-8, F'31.

Bowman, Neal, Vocational Training in the Distributive Field, The Balance Sheet, Cincinnati: South-Western Pub. Co., Feb. '38, pp. 255-258.

Bittera, Wallace W., Motivation of Salesmanship, The Balance Sheet, Cincinnati: South-Western Pub. Co., Oct. '37, pp. 53-54.

Barnhart, Earl S., Information on Distributive Occupations, The Balance Sheet, Cincinnati: South-Western Pub. Co., Feb. '38, pp. 266-267.

Baylor, A. S., Vocational Education in Home-economics under the George Reed Act, Journal of Home Economics Vol. 21:645-9, Sept. '29.

Bowden, W. T., Industrial Education for the Smaller Community, Industrial Education Magazine Vol. 32:181, June 1932.

Bowser, Harry M., Employment Opportunities in Specialty Shops, Retailing and Marketing Occupations in the Secondary School, Monograph No. 27, p. 25, New York University.

Carpenter, Marguerite B., Practical Objectives for High School Stenographic Practice, The Journal of Business Education, Wilkes-Barre: Trethaway Publishing Co., Jan. '38, pp. 21-22.

Chain, Henry I., A Definition of Business Education, The Balance Sheet, Cincinnati: South-Western Pub. Co., Sept. '37, pp. 9-11.

Cleeton, G. U., Industrial Vocation for the Majority, School and Society 32:321-3, Sept. 6, '30.

De Brum, Joseph, Training the Young Consumer, The Balance Sheet, Cincinnati: South-Western Pub. Co., Dec. '37, pp. 160-161.

Deal, Don T., An Evaluation of Training for Marketing in the High Schools, Retailing and Marketing Occupations in the Secondary Schools, Monograph No. 27. New York University, pp. 29-32.

Douglass, Harl R., The Relation of Business Education to General Education, The Balance Sheet, Cincinnati: South-Western Pub. Co., Feb. '38, pp. 244-249, 288.

Douglass, Harl R., Ranking of Business Education Problems by State Departments, The Business Education World, New York, Nov. '37.

Dodd, J. M., Problems of Commercial Education, The Balance Sheet, Cincinnati: South-Western Pub. Co., Dec. '32, pp. 150, 151, 152.

Evans, K. R., Possibilities of Vocational Education, School and Society 28:746-9, Dec. '15, '28.

Freund, C. J., Ideal Vocational Teacher on Industrial Viewpoint, Industrial Arts and Vocational Education 21:75-8, March '32.

Ford, Henry, Vocational School Aspirations, Industrial Arts Magazine 19:182, May '30.

Fish, Louis J., and Rowse, Edward J., The Successful Operation of a Cooperative Sales Training Program in Boston, Massachusetts, The Balance Sheet, Cincinnati: South-Western Pub. Co., Dec. '31, p. 148.

. . . . . , Trade-Union View on Re-appraising Vocational Training, School and Society, 34:866-7, Dec. 26, '31.

. . . . . , Influence of the Economic Depression on Vocational Education, School and Society 34:144, Aug. '31.

. . . . . , Unemployment and Vocational Training, Monthly Labor Review, Feb. '32.

. . . . . , Vocational Education on the Increase, Industrial Arts and Vocational Education, 20:364-5, Oct. '31.

. . . . . , Unemployment in 1937, Survey, Fortune Magazine, New York, October, 1937. pp. 187, 188, 189.

. . . . . , Salesmanship and Advertising Teachers of the Los Angeles City Schools, Wilkes-Barre: Trethaway Publishing Co., Oct. '37, pp. 34.

. . . . . , Vocational Education as a Means to Relieve Unemployment, Monthly Labor Review, July '31, pp. 60-3.

. . . . . , Vocational Education and the New Deal, Industrial Education Magazine, May, '1933.

. . . . . , Report of Director of International Labor Office on Vocational Training in 1929, Monthly Labor Review 31:395-9, Aug. '30.

. . . . . , Trade-Union View on Re-appraising Vocational Training, Monthly Labor Review 33:115-16, Nov. '31.

. . . . . , Organization and Scope of Vocational Education in the United States, Tables, Monthly Labor Review 33:1-19, July '31.

. . . . . , Vocational Training and Unemployment, Montly Labor Review, Vol. 34:275-9. Feb. '34.

. . . . . , Trade-Union's View on Re-appraising Vocational Education Training, Monthly Labor Review, 34:1095, May '32.

. . . . . , Business Education for Distributive Occupations in New York State, The Journal of Business Education, Wilkes-Barre: Trethaway Publishing Co., Dec. '37, pp. 15-6, 18.

. . . . . , Program for Employed Youth, Industrial Education Magazine Vol. 30:239-40, January '29.

Haynes, Benjamin R., The General or Consumer Business Education Course, The Business Education World, New York, Dec. '37, pp.

Haynes, Benjamin R., Stop the "Dumping" of Pupils, The Balance Sheet, Cincinnati: South-Western Pub. Co., Dec. '32, p. 147.

Haines, William E., A New View on Business Organization, The Balance Sheet, Cincinnati: South-Western Pub. Co., Apr. '33, pp. 369-370.

Haas, Kenneth B., Consumer Guidance in Secondary Schools, The Balance Sheet, Cincinnati: South-Western Pub. Co., Sept. '37, p. 14.

Harap, Henry, Consumer Education in the Business Curriculum, The Business Education World, New York, April '38, pp. 613-20.

. . . . . , High Schools of New York City and Vocational Education, School and Society, Vol. 30:877-8, Dec. 28, 1929.

Jessen, Carl A., National Data on Commercial Subjects, The Journal of Business Education, Wilkes-Barre: Trethaway Publishing Co., Sept. '37, pp. 15-17.

Jones, Lloyd L., Business Measures the Applicant, The Business Education World, New York, Oct. '37, pp. 89-96.

Kibby, Ira W., Business Education Adjusted to the Needs of Modern Society, The Balance Sheet, Cincinnati: South-Western Pub. Co., Sept. '33, pp. 3,5.

Kilzer, L. R., Business Education's Contribution to General Secondary Education, The Business Education World, New York, March 1938, p. 529.

Keller, F. J., Proposed Reorganization of Vocational Education in New York City, School Review 40:427-50, April ' 32.

Kimmel, W. G., The Relation of Business Education to General Education, The Balance Sheet, Cincinnati: South-Western Pub. Co., March 1937, pp. 292, 293, 295, 336.

Leflin, Allan, A Summer in a Retail Store, The Journal of Business Education, Wilkes Barre: Trethaway Publishing Co., March 1938, pp. 13, 18.

Lomax, Paul S., A National Study of Consumer Business Education, The Journal of Business Education, Wilkes Barre: Trethaway Pub. Co., March '38, pp. 14-16.

Lomax, Paul S., Distributive Occupational Education as a Phase of Business Education, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Nov. '37, p. 7.

Lomax, Paul S., Current Problems of Business Education, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Nov. '37, pp. 20-23,24.

Matherly, Walter, J., Professional Business Education, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Nov. '31, p. 11.

McGee, Bertie M., Values in a Stuay of Insurance, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Sept. '37, pp. 17-19.

Nicholas, Frederick B., Vocational Training for the Distributive Occupations Under the George-Deen Act, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Oct. '37, pp. 8-11.

Parsons, John C., An Evaluation of Consumer Education, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Dec. '37, pp. 23-25.

Reeman, G. E., Some Aspects of Vocational Education in Relation to Employment with Discussion, U. S. Bureau Labor Bulletin, Vol. 538: 195-7, 1931.

Reigner, Charles C., The George-Deen Act, The Rowe Budget, Jan. '38, Vol. 37, p. 2.

Rowse, E. J., Federal Aid for Commercial Education, The Balance Sheet, Cincinnati: South-Western Pub. Co., Dec. '36, pp. 61-63.

Sims, Harley, Business Educations and Business, The Journal of Business Education, Wilkes-Barre: Trethaway Pub. Co., Nov. '37, pp. 15-17.

Shuman, J. T., Selling Vocation Education, Industrial Education Magazine, Vol. 33:310-11, June '32.

Snedden, D., Vision of the Future in Vocation Education, School and Society, Vol. 32:819-31, Dec. 20, '30.

Stuart, Mary, Trends of Instruction in Business Subjects and New Curriculum Materials, The Balance Sheet, Cincinnati: South-Western Pub. Co., Sept. '37.

Tarkington, Robert N., Characteristics of Graduate and Undergraduate Work in Business Education, The Journal of Business Education, New York, Jan. '38, pp. 15-17.

Wiggin, Harold Alton, Specific Training for Occupational Opportunities in Rhode Island, The Balance Sheet, Cincinnati: South-Western Pub. Co., Nov. '37, pp. 110-114.

Wright, J. C. Vocational Education During 1928, National Education Director, School Life, Washington, D. C., Jan. 1938, pp. 7-8.

Zelliot, E. A., Business Education and Economic Readjustments, The Balance Sheet, Cincinnati: South-Western Pub. Co., May '33, pp. 392-393-394.